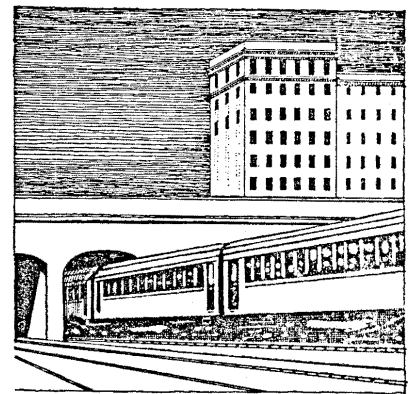
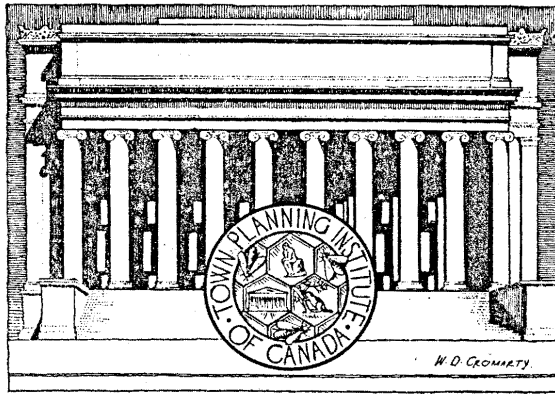


# THE JOURNAL



## TOWN PLANNING INSTITUTE OF CANADA.

VOL. 1.

OTTAWA, JUNE-AUGUST 1921

NOS. 4 & 5

### EDITORIAL

#### Double Number.

The present issue of The Journal is chiefly a record of the transactions of the second annual meeting of the Town Planning Institute of Canada. By decision of the council it is published as a double number with the object of providing adequate space for the transactions of the annual meeting and of covering the holiday period.

#### Annual Meeting.

The second annual meeting was held at the Chateau Laurier, Ottawa, on May 27th and 28th. After registration of members and meeting of council the annual business meeting was held when the report of council was presented by Mr. Thomas Adams, retiring president. There were also reports of committees presented by Messrs. Alfred Buckley, (publications) and James Ewing, (Ways and Means) and balloting for the new council was conducted. The council elected for the current year was as follows: president, Dr. E. Deville; vice-presidents, R. H. Millson, Noulan Cauchon, James Ewing; secretary-treasurer, A. H. Hawkins; librarian, W. D. Cromarty; council, J. B. Challies, A. Surveyer, Montreal; H. B. Dunington-Grubb, To-

ronto; Percy E. Nobbs, Montreal; F. G. Todd, Montreal; J. P. Hynes, Toronto; W. A. Begg, Regina; Brig.-General Mitchell, Toronto; J. P. Anglin, Montreal, and T. B. McQuesten, Hamilton.

#### Annual Dinner.

On the evening of Friday, May 27th the annual dinner was held at which a distinguished company of visitors, members and friends sat down. Addresses were given by Senator G. D. Robertson, (Honorary Member), Minister of Labour, Senator George W. Fowler, (Honorary Member), Mayor Plant, Dr. Adam Shortt (Honorary Member), Mr. Noulan Cauchon (Member) and the retiring president, Mr. Adams, who delivered a comprehensive address on "Town and Regional Planning in Relation to Industrial Growth and Municipal Administration in Canada."

#### Second Day.

At 10 o'clock on Saturday morning the second session was called to order by the new president, Dr. E. Deville. Mr. W. A. Begg (Member), town planning director of Saskatchewan, read the first paper on "The Town Planning and Rural Develop-

ment Act of Saskatchewan." This paper embodied actual experience of the operation of the town planning act in Canada and was followed with great interest and aroused considerable discussion. Professor A. Berrington (Member), associate professor of architecture, Toronto University, and prize winner in the Paris Town Planning Competition, gave a delightful address on "The Paris Town Planning Competition" and Mr. H. L. Seymour (Member), recently town planning assistant to the town planning adviser, Mr. Adams, spoke on "New Town Planning Powers in Ontario." In the absence of Mr. H. A. Brazier (Member), city engineer, London, Ontario, who was to have spoken on "The Town Planning Survey of London", Major D. H. Nelles (Member) gave a short account of the use of aerial photography in the preparation of topographical maps for the city of London. In the afternoon the members were conducted over the parliament buildings by Mr. Allen Keefer, supervising architect, and were shown by Mr. R. C. Wright, chief architect of the department of public works, at the Hunter building, a model of the proposed arrangement of government buildings on the site north of Wellington street, models of the buildings, of the new R.M.C., Kingston and a model of the proposed new public building at Toronto.

#### Members Present.

Among the members present were the following: Senator G. D. Robertson, Senator George W. Fowler, Dr. Adam Shortt, Thomas Adams, Noulan Cauchon, Noel Ogilvie, J. L. Rannie, W. A. Begg, W. D. Cromarty, A. G. Dalzell, F. D. Henderson, James Ewing, Dr. Otto Klotz, C. P. Meredith, Douglas H. Nelles, Dr. E. Deville, Alfred Buckley, A. A. Dion, R. H. Millson, H. B. Dunington-Grubb, A. V. Hall, H. L. Seymour, E. T. B. Gillmore, J. Clark Keith, Adrian Berrington, A. H. Hawkins, N. B. MacRostie, A. C. Campbell, Percy E. Nobbs, A. M. Narraway.

## ANNUAL BUSINESS MEETING.

### REPORT OF COUNCIL.

#### General Progress.

The progress of the town planning movement in all English speaking countries has probably been greater during the past year than in any previous year since 1914. The improvement in the outlook of the general body of the citizens in Canada in

regard to the question has been evident in many directions. It is expressing itself in the appointment of many town planning commissions; in the consideration of town planning by western cities as a means of solving their financial problems; in the passing of resolutions in favour of town planning legislation by city councils; in the promoting of town planning bills by some cities where existing powers are inadequate; in the completion of a comprehensive scheme for Halifax; in the greater activity of park boards; and in the encouragement of educational work in the universities.

The town planning work of the Commission of Conservation is only now beginning to produce substantial results. One result has been that the provincial governments and officials and city councils throughout the country have been educated to appreciate the importance of more scientific development of urban areas. With the passing of the Commission of Conservation it may be considered desirable to limit future work by federal officials to schemes or plans of a specific federal nature. Whether that be the decision of the government or not it seems fairly certain that much more may be depended on in future from provincial action. The chief responsibility in town planning is with the provinces.

There is now workable legislation in seven out of nine provinces, the most advanced measure and the best system of administration being in Saskatchewan.

The absence of a comprehensive town planning act in Ontario makes procedure in preparing plans more difficult and adds to the trouble and expense of preparing them. But the new powers added to the municipal act gives the cities of Ontario nearly as much power in the way of town planning legislation as any other province. The only defect is that it was not given in the most workable and economical form. It is a great satisfaction, however, to know that so much advance has been made in Ontario and that cities can now be zoned into districts by bylaw.

Canadian progress, including the progress in developing this Institute, has been the subject of favourable comment in many countries including Great Britain, the United States, Australia, Africa, France and Spain.

Surveys and plans have now been inaugurated in about 30 cities and towns in the Dominion. Halifax has the most advanced city plan. It has been submitted for approval of the provincial govern-

ment and deals comprehensively with the business and residential areas.

The need of war memorials has given rise to discussion of many schemes of improvement in cities and to the employment of artists, architects, and landscape architects to design buildings, monuments and parks.

Town planning has become recognized as a necessity in connection with the development of proper housing schemes.

It is of interest to note that Britain has now compulsory town planning, following the lead we gave it in Nova Scotia and Saskatchewan. Every city and town in England having a population of 20,000 and over must prepare a town plan after January 1923.

There is a growing need of professional aid and increasing opportunities for architects, engineers and surveyors skilled in town planning.

The development of the science of town planning is proceeding slowly having regard to the needs of accumulated and systematised knowledge of the different phases of the subject. This task must be performed by the universities.

#### University Teaching.

The Commission of Conservation made it practicable for all the principal universities in Canada to have lectures on town planning during the past year. Particulars of these courses have been given in the Institute Journal. It is hoped that the universities will themselves take the initiative in future years and have courses of town planning lectures. There could be no better way to promote a wider interest in town planning than by training the students of the universities in the technique of the subject and incidentally spreading knowledge of its advantages to those with whom they come in contact.

The council has held ten meetings since the last annual meeting in August, or an average of one per month. There have also been numerous committee meetings.

#### Membership.

Twenty-six associate members have submitted theses and been admitted to full membership. The board of examiners have performed valuable service in reading the papers submitted for which the council desires to express appreciation. It is of vital importance to the success of the Institute that more associate members submit theses and qualify

for full membership. This matter will be dealt with more fully in the secretary's report.

The financial improvement of the Institute will be best promoted by increasing the number of non-professional associates from among members of town planning commissions.

#### Institute Journal.

During the year the greatest event was the establishment of the Journal of the Institute. That was made practicable by reason of facilities given by Dr. Deville for printing the first two numbers. This matter will be dealt with by the publications committee. We desire, however, to express our appreciation of the work done in producing The Journal, and of the generous aid given in that connection by members of the editorial committee—particularly Dr. Deville, chairman of the committee and Mr. Alfred Buckley, editor. If The Journal can be maintained up to the present standard it will contribute largely to the future stability of the Institute.

#### Local Branches and Local Representation on the Council.

The formation of local branches in Ottawa and Toronto and the proposal to form a similar branch in Montreal indicate the best system of organization in building up a strong institution in a country of such wide spaces as Canada.

The council desires to place on record its appreciation of the work of local members in these cities in promoting branches, and also of the sacrifices made by those members of council who live at a distance from Ottawa in attending council meetings.

There has naturally been some feeling to the effect that it is unfortunate that so many members of council live in Ottawa. We share that feeling and have never been deluded with the idea that it was a good arrangement. But during the early stage of organization of the Institute it is a necessity to have a quorum of members of the council in one city. There is no escape from this defect at present but we hope to see the geographical representation of the council widened to represent all parts of the Dominion. Perhaps one way to achieve this would be to enlarge the number of members on the council and this matter should be considered in revising the constitution.

#### Constitution.

The council desired to report to this meeting

regarding the question of incorporation of the Institute. Before doing so it was desirable to suggest amendments and extensions of the constitution and bylaws. It was found, however, that it was impracticable to amend the constitution and bylaws without a course of procedure which involved waiting for another year. It was, therefore, decided to ask the members at this meeting to authorize the rescinding of Article 4 of the constitution and bylaw 34. For this purpose notice of motion was served on the secretary by ten members 30 days before this meeting. The proposed change is in order for discussion at this meeting. It will then be necessary to mail a ballot for the proposed change to all members qualified to vote not later than 30 days after this meeting, and members have seven months to return the ballot. An affirmative vote will be necessary from a majority of members and after that is obtained the change cannot be adopted till the next annual meeting. It is obvious that this process was designed to protect a permanent constitution framed for definite purpose of incorporation. Our intention is to get authority to revise the whole constitution without submitting each separate change to the members by this process. If the present change is agreed to it will be in order for the next annual meeting to adopt a revised constitution on recommendation of the council. Meanwhile a sub-committee of the council has been appointed to consider the whole matter and report to the council in time for the meeting in 1922.

## REPORT OF PUBLICATIONS COMMITTEE

By Alfred Buckley.

At the last annual meeting I ventured to suggest that there should be some means of communication among the members in the different parts of the Dominion. I pointed out that there were many valuable publications on town planning that might escape the attention of the members and that service might be rendered by an Institute publication that would chronicle town planning activities and the appearance of town planning literature. The meeting took the line of least resistance and forthwith appointed me as chairman of a publications committee and instructed me to nominate a committee. I seem to remember that I nominated a committee but I do not remember who they were. I only know they were good-natured fellows who were quite willing that I should do the work and as I knew they were also very busy men I did not bother them any further. Perhaps the secretary can tell you who they were.

## The Journal.

The outcome was the establishment by the council of The Journal and the appointment of an editorial committee composed of Dr. E. Deville, chairman, Noulon Cauchon, W. D. Cromarty, A. H. Hawkins, secretary and myself as editor. If you would agree not to take us too seriously, this statement could be made dramatically short by holding up the three numbers of The Journal and reminding you of the inscription on the tomb of Sir Christopher Wren—*Si monumentum requiris, circumspecte*.

My immediate duty is to distribute such credit as you may be pleased to give where it properly belongs. Most of the significant "copy" was contributed by the president, Mr. Adams, and the president-elect, Dr. Deville made possible the successful and beautiful illustrations of The Journal and the reproduction of the first two numbers from typescript. For the plans we are indebted to Mr. Ewing, Mr. Dunington-Grubb, Prof. Percy Nobbs, Mr. Adams and Mr. Cromarty, and we are under much obligation to the editorial committee for their attendance at the various meetings and their helpful suggestions in shaping the character of The Journal.

## "Not Bad"

The first reports from the country were a little disquieting: "For God's sake get the names right" and similar exhortations. Later there came other reports that also tended to embarrassment, but from another cause, and we tried to blush. Some who were near to us admitted that it was "not bad." Others at a distance and perhaps under the enchantment that distance is said to give to the view, wrote like this:—

This is volume 1, No. 3, and I will subscribe to it in order to have it regularly. I find in this little issue more real stuff of interest than our own dear conference on this side of the line has issued in the last ten, twelve or thirteen years.

This from Mr. George E. Kessler, of St. Louis, whose town planning book will be known to you.

Mr. John Nolen wrote:—

It looks well and is another indication of how far in advance of us you are in Canada, in the matter of professional town planning organization.

Mr. Lawrence Veiller was enthusiastic and communicated as follows:—

I was greatly interested in all of it. Much of it contains news and information that we find extremely valuable to our work here, so much so that I am going to ask if you will have the kindness to send us two additional copies.

## Editorial

My own work has been chiefly editorial, attending to adjectives and split infinitives and ar-

-ranging the news and other material as attractively as possible and doing my best to make the achievements of the members as significant and lustrous as possible. There has been editorial goodwill to all men and this policy will continue. We desire most earnestly that the members will send us news and views of town planning activity or opportunity. It will not be satisfactory if *The Journal* reflects Ottawa alone. We should like an active local correspondent in every centre throughout the Dominion. The members can serve both themselves and others and the finest national cause in Canada by sending us good tidings of town planning activity.

### **The Art of Persuasion.**

The literary craft, or that part of it which I may call the art of persuasion is like town planning itself. It is both an art and a science, or at least a branch of the science of psychology and you cannot wisely do without it. There is much to be done by the persuasive word before you can make much headway and indeed little will be done until the persuasive word has become the pervasive word. Some of you are highly gifted in the art of persuasion but you may get impatient of it and pin all your faith to the eloquence of the accomplished deed. And that is certainly the greater eloquence, but the art of persuasion will always be needed to prepare your way. Mr. Begg might be able to tell you that the best town planning act will avail little until the local authorities are detached from the crude individualism that has given many of them their positions and their wealth and that seems therefore to them the only social gospel. This work will have to be done by wise and patient journalism.

I should not, of course, wish to bring Bulwer Lytton up to the date and say that the typewriter is greater than the theodolite but merely to suggest that an "Underwood" among the town planning outfit might prove a good thing if the right man were sitting at it. When the reverend Scotch doctor was asked if the pulpit was still a power his reply was: "Weel, it depends wha's in't". We are hoping to build up a subscription list that will pay the cost of *The Journal* and still allow us to send it free to members and there are gratifying signs that this object may be attained.

## **WAYS AND MEANS COMMITTEE**

By James Ewing.

Obedient to the instructions of the last annual meeting I endeavoured to form a committee amongst the members of the Montreal district, but met with little response. It is therefore as a poor substitute for the report of a regularly organized committee that the following is offered, carrying as it does no weight other than the unsupported expression of the writer's individual opinion.

Indeed it is apparent that committees like these

to have any value should not be confined to any one district or locality but should be reflective of widespread experience and necessities. And the committee of ways and means might easily have been left out in the first place since it is virtually a combination of the other three—education, legislation and publicity, and it is next to impossible to avoid trespassing on their particular spheres.

### **The Need of Public Education.**

In fact the root and branch of the whole thing seems to be a matter of public education, with everything else following in train. Indeed particular emphasis might be laid on the word "public", for until we have the great masses behind us town planning will never amount to very much.

After all it is not much use lecturing to civic improvement leagues, social service guilds, women's clubs and similar coteries, already sympathetic and equally ineffective with ourselves. What we need most is to open the eyes of our legislative and administrative authorities,—federal, provincial, and municipal, and the only thing that will do this will be the pressure of public opinion. It may be said that this is a very large order indeed. Nevertheless it is the problem with which we are faced, and which we must endeavour to solve. The daily press is a mighty engine of warfare, and about the only thing the public reads nowadays. Constant hammering there will doubtlessly bring some results, but more than this is needed. There are the labour unions to be got after, the Grand Army of Veterans, merchants and manufacturers associations, boards of trade and financial men, tenants and proprietors' leagues, and so forth.

### **The Uses of Town Planning.**

We must be able to show the working man that better homes and more agreeable surroundings, with parks and playgrounds for enjoyment and recreation, are worth to him vastly more than a few cents increase in his pay envelope or shorter hours of labour. We must impress upon the employer that the wellbeing and stamina of his hire, the healthy conservation of the human element, are a greater asset to him in winning the industrial battle than even the installation of modern machinery, that evil living conditions go hand in hand with discontent and resentment, and that a steady and reliable labour market is a clear and constant gain. We must show the merchant and the manufacturer that indirect routes and heavy up-hill hauls, traffic congestion and delays are powerful factors in swelling their transportation bills. To the financier we must make plain that an ounce of prevention is worth a ton of cure, and that a few thousands used on judicious planning in the beginnings of things will obviate the spending of millions when necessity compels. The average civic authority must be made to understand that slums are far more expensive luxuries than boulevards, and that the careful segregation of residential, business and industrial estab-

lishments will leave them more money to spend than they ever had before.

### **Economic First.**

And so in attempting to educate all these people what sort of argument shall we put up in order to have the most telling effect? Shall we preach to them doctrines of the regeneration of mankind, and of the universal sociological uplift, or shall we extol the gospel of art and of all beautiful things? I rather fancy that for the time being at least we shall have to leave the ethics and the artistries severely alone and stick to the plain economics, and that when we talk it will be in terms of dollars and cents, which is the language they best understand. It is more befitting a new and pioneer country like this and moreover has far more punch to it. We shall have to show them that the expenditure of one dollar will bring in return two or three or more, and that all the benefits and nice things will be thrown into the bargain.

### **University Teaching?**

Probably we are all fairly well agreed on the foregoing and now for the sake of divertissement I am tempted to touch upon ground which is a little more debatable. It seems that lately we have been carrying the campaign of education to the universities themselves. That sounds a little like carrying coals to Newcastle to keep their home fires burning, and is a policy which would hardly come under the heading of direct action. On the principle of the little leaven ultimately leavening the whole lump it may be a good and a sure way to evangelize the country, but it is a long and rather roundabout way, and about the most we can hope for is that future generations may call the evangelists blessed.

In fairness to ourselves, however, as far as the immediate prospect goes, is there no danger that thereby we shall be taking the quickest and surest way to cut the ground from underneath our own feet? In short, are we not making the grand mistake of endeavouring to create the supply before we have created the demand? This law of supply and demand is one which in recent years it has been fashionable to flout, but its truth and inexorableness have been keenly and bitterly brought home to us in the spells of high living costs we have lately undergone.

### **The Practising Engineer.**

We engineers know only too well what it means when after years of study and training and hard-wrought experiences the average man can command almost the wages of the union carpenter or bricklayer, and about half that of our more distinguished step-brother the locomotive engineer. Even so it seems must it be with town planning, and those of us who at considerable pains have acquired some degree of proficiency and have been laboriously trying to work up not only the practice itself but also the demand for it, are to be met at the outset with a flood of competition from the new fledged town

planners bristling with university degrees. The prospect is not very inviting, to say the least of it, and while we would all like to be altruists and immolate ourselves on the altar of our country's welfare, it must be remembered that the law of self-preservation unfortunately sometimes intervenes.

### **Legislation.**

Regarding legislation it seems to the writer that it is not so much the imposition of town planning bills that is needed, either compulsory or permissive, as enabling legislation that will tend to facilitate the carrying out of town planning propositions. To do this we shall have to change our view point to some extent. We must remember that we are a new and pioneer country, and it is not so many decades ago that we were hanging the horse thief when the murderer was allowed to go free. Our laws have been designed for the protection of private property against the predatory excesses of the many. And now we are coming to the obverse side, and what we need most is the protection of the public from the rapacity and arrogance of individuals and corporations. If we can facilitate expropriation schemes obviously in the public interest, assuring adequate but not excessive compensation, eliminating hold-ups, determining also that the ownership, disposition and subdivision of land, are less rights to be used for private exploitation and aggrandisement than privileges with attendant obligations in the interest of the great mass of the people, then town planning will be made easy and come like the daylight.

### **Publicity Needed.**

But what is needed before, above and beyond everything else is publicity,—active, insistent and aggressive propaganda work. That is the up-hill part of the proposition, the rest is down-hill. And the main question is "who is to do this?" The Institute may endeavour to do a certain amount, but its possibilities in this respect are obviously limited. The individual town planner can do next to nothing, for however willing, his efforts are discounted at the outset by the imputation of being the man with the axe to grind.

Manifestly this is work which the government should undertake. Enough credit can hardly be given to the town planning branch of the Commission of Conservation under the direction of our distinguished president, Mr. Adams, for the valuable work already done and the good seed sown during the last six years. It is earnestly to be hoped that with the abolition of the Commission the work will be in no wise curtailed but rather amplified and extended. It should also be supplemented by town planning bureaux under the various provincial governments who are in more direct and intimate touch with the many municipalities where town planning is needed.

### **Advisory Government Bureaus.**

It is a debatable point whether such bureaux



should be more than advisory in their functions, or at the utmost supervisory to the extent of having authority to prevent incompetent or impossible schemes being put over. If they are to enter into open and manifestly unfair competition with the private practitioner then the individual must go to the wall, there is no room for both. If the government bureaux have not sufficient work of an advisory nature to keep them busy there is plenty of missionary work ahead of them. There is a wide field, plenty of virgin soil and lots of spade work to do; and the harvest we all so earnestly long for is yet a long way off.

#### Discussion:

A. V. Hall: Education in town planning should be three-fold. It should proceed first through the branches of the Institute. The branches of the Institute should promote discussion among the members and by this means practitioners would familiarise themselves with the scientific principles of town planning. Then the students in applied sciences going through the universities should certainly have the opportunity, and possibly be compelled, to get some idea of town planning principles. Further education in town planning should be spread by the various boards of education. Teachers, children and their parents should be taught to understand the economic significance of town planning. These activities in education might be considered a function of the branches of the Institute under the direction and assistance of the education committee of the Institute.

H. L. Seymour: At Toronto University next year, I understand it is proposed to arrange a course of lectures largely for the benefit of men in practice, as well as for students. Professor Berrington will give some of these; I have been asked to take part and other town planners resident in Toronto are to give their services. This is the method approved, I believe, by Dean Mitchell for the next session with the expectation that in future years something more specific in town planning teaching will be attempted.

R. H. Millson: Before we can get very far we have to concern ourselves with the education of the man in the street and since the Institute was founded to promote town planning interest and the interests of town planners this should be made an important part of our work. Mr. Ewing's paper should receive the best attention of the central body and if possible some means should be discovered of educating the average citizen to the social and economic advantages of town planning.

Dr. E. Deville: With regard to university teaching and the qualifications granted by the Institute the idea surely was that admission to the full fellowship of the Institute was to be attained on the submission and acceptance of a town planning thesis but this was to be temporary until the universities took action. This, I think, was the general impression. Is not this the way of the British Institute?

Thomas Adams: Admission to the British Insti-

tute is now by examination or by election of men of special experience by council and not by thesis, but in Great Britain a town planning act has been in operation for a number of years and there has been more opportunity for men to gain experience. Direct election is, I take it, only a temporary method. University teaching and examination will be the permanent method.

W. A. Begg: In Saskatchewan the need of town planners is very marked. If the minister of municipal affairs calls upon me to prepare a scheme I have great difficulty in finding men qualified to do it. Outside of one or two cities you could not induce the authorities to engage an expert. The most important thing is to get education that will open the eyes of professional men and business men to the advantages of town planning. Short lecture courses in the universities, as suggested by Mr. Seymour, given not so much to students as to men in practice, would seem to me the proper way to promote education in town planning.

James Ewing: I want to explain that my paper was very hastily written. I recognize a number of crudities in what I said and I should like to make it plain that I was in no way criticising such work as Mr. Adams has been doing. I think that is entirely good work. I never lose an opportunity to hear him and have learned a great many things from him. I am, of course, strongly in favour of education but I think it should begin with ourselves. We should improve, educate and benefit ourselves without going farther afield and bringing in a lot of new men who will submerge the profession. An advertisement appeared in a local paper in a large city asking for an assistant engineer who "must have some knowledge of town planning". This may indicate an awakening but are we to understand that an assistant engineer with some knowledge of planning could tackle the problems of a great city?

Thomas Adams: In general I am in accord with Mr. Ewing's report but from the experience I have had I should not be prepared to admit that the teaching of students in the universities would have the effect he fears. For the purpose of educating the councils we have need of town planners. It will always be a difficulty to educate councils to vote the necessary money for town planning purposes. They will become educated gradually, not by direct instruction, but by permeation of ideas. We must have larger groups of trained men to spread these ideas on a foundation of knowledge.

So far the work of the Commission of Conservation is concerned the object of the university lectures never was to educate the students to be town planners and I cannot conceive any course, short of a post-graduate course of two or three years, that would be adequate for that purpose. The object was to stimulate in the minds of the students the idea that such courses as they are taking in engineering and surveying may have a much wider social significance than they have been accustomed

to believe. Engineers should be made to do more creative work. Personally I started to do town planning in 1900 and have been learning ever since. The best way some of us can assist in town planning is to do the consulting work and assist others to do the town planning. It is good for the engineers to do the work and to buy their experience. I do not believe that is injuring the professional town planner. I believe Mr. Ewing's proper service in this country would be to assist municipal engineers, as a consultant. The most perfect plan may be a failure if the engineer has no sympathy in carrying it out.

I am still inclined to think it is a good thing to appoint these assistant town planners to help the municipal engineers. The expert should be called in for general direction. The way to get town planning work done is by having as many people thinking of town planning as possible. The young men in the universities will not be made experts by a single course, but I do not think we need fear the educational work that has been done. It is intended chiefly to create interest in the subject. We should bring Mr. Ewing's paper before the council and consider what means can be taken to give effect to his recommendations.

Noulan Cauchon: What is the nature of the degree to be given? A certain city is advertising for a city architect and I suppose he will be expected to design everything. The average alderman thinks that this will be a way to avoid bringing in the expert. I am not afraid of competition but we should be protected from a crowd of immature men coming in with a degree and claiming "I am a qualified town planner."

Thomas Adams: There is no definite degree in town planning. I understand that in London you can get the B.A. in arch. or the B.Sc. which may include a certain amount of training in town planning. The Liverpool School of Civic Design gives a diploma to men who are already qualified as engineers, surveyors, etc. There is no suggestion at present that a degree in town planning should be given. The idea is to include town planning as an alternative to some other part of the teaching given to engineers or architects in taking their degrees as engineers or architects.

## REPORT OF THE SECRETARY-TREASURER

A. H. Hawkins.

During the year the membership of the Institute has increased steadily, and at the present time stands as follows:—

Full membership .....	27
Associate members .....	86
Legal associates .....	2
Associates .....	10
Student members .....	2
Honorary members .....	12

Total .....	139
Resigned .....	2
Membership to date .....	137

Nine meetings of council were held since the last annual meeting. The chief items of business being:—

1. Examination and passing on applications for membership of which there were 18. The addition of 6 honorary members.

2. Appointment of the editorial committee with Dr. Deville as convener, and arranging for the publications of The Journal, of which 3 numbers have been issued.

3. Receiving report of examining committee and election of 27 full members.

A branch of the Institute has been formed in Toronto with Mr. A. V. Hall, chairman, and Mr. George Phelps, secretary, and an active council. Mr. Ewing, Mr. Cauchon, Dr. Deville and Mr. Somerville were appointed to represent the Institute at the Toronto meeting.

One hundred and seventy-five letters were read and answered, on three occasions circulars were sent to the whole membership.

There are some arrears of membership fees and the members would render material assistance by remembering that the fees are a necessity in the work of the Town Planning Institute.

On March 31, 1921, the balance in hand was \$403.14.

## ANNUAL DINNER

The annual dinner was held at the Chateau Laurier on the evening of Friday, May 27th, President Thomas Adams in the chair. Among the guests were Senator G. D. Robertson, Senator George W. Fowler, Mayor Plant, Dr. Adam Shortt, Mr. J. A. Wilson, Alderman E. D. Lowe, Alderman L. P. Whyte, Mr. R. C. Wright and others.

### Senator Robertson.

At the close of the dinner the President called upon Senator Robertson to speak, who said that he was convinced that the town planning work that was being done in Canada would have a great influence on the future of the country. If Canada was to have a contented and prosperous working people their home life and surroundings should be pleasant and comfortable and there was no more laudable object than that of creating the best possible homes for the people at the least possible cost. He had been visiting a neighbouring country and had travelled for almost 600 miles without seeing one house with a cellar or with painted walls or with anything resembling comfort, let alone beauty. He was sure that the work represented by the Institute had the earnest approval of the Government, as



had been shown by the grant of \$25,000,000 for the purpose of better housing. It was a good thing for the country that experienced town planners should be able to give their whole time to this important work.

The President:—Senator Robertson is an honorary member of the Institute and I hope Senator Fowler, who is with us to-night, will also become an honorary member. I think the best thing will be to elect him now and I have, therefore, pleasure in moving that Senator George W. Fowler be elected to the honorary membership of the Town Planning Institute of Canada.

Noulan Cauchon:—I have great pleasure in seconding the motion.

The President:—That is carried, so I will now call upon our latest member to address you.

Senator Fowler:—I feel quite overcome by the great honour so suddenly bestowed upon me. It is only within a very few years that I have paid any attention to town planning although for the last seven years I have been building more or less. Some years ago I read a leading article on the subject and since that time I have been a strong advocate of town planning. We had recently the opportunity of hearing Mr. Cauchon before the Committee on Natural Resources. If you ask what connection there is between town planning and natural resources I think the connection can be worked out. The last resource we have in this country is men, and I use the term as embracing women. I think that is what they have been doing for a long time. Town planning, as I understand it, has for its object the betterment of mankind. By giving each man a good house to dwell in you give him the opportunity of living under better sanitary, social and physical conditions and of becoming a better man. There is nothing that makes so much for better living as the town beautiful. The committee on natural resources did well in asking Mr. Cauchon to deliver a lecture on town planning. I do not suppose there is on this continent a city more fortunately situated than Ottawa. I am not a citizen of Ottawa and can, therefore, speak impartially. It has a magnificent situation. Nature has done everything but unfortunately we do not always do our part. Hamilton and Montreal have their mountains and Toronto its beautiful bay. These are splendid natural conditions and with the energetic work you gentlemen are doing such cities as these will be vastly improved.

One thing, however, I should like to say. That is that somebody should be hanged for erecting the terrible bridges that we see around us. You do not see such unsightly bridges in the Old Country. They are built with some regard to artistic effect. If we get a steel bridge we think that is the acme of beauty.

Mayor Plant.

Mayor Plant extended a cordial welcome to the visiting delegates and reminded them that Ottawa had sent a town planning bill to the Ontario

legislature which had been rejected, much to the surprise of the promoters. Alderman Lowe was the originator of the bill and he himself had done what he could to get it through. Ottawa, had, however, appointed a town planning commission, with Mr. Cauchon as chairman, and with such powers as they had under the present law and with certain recent amendments to the municipal act he was sure the commission would do all that was possible for better planning in Ottawa.

The Mayor said that it was peculiarly fitting that the Institute meeting be held in Ottawa where it had its birth about two years ago and that Mr. Seymour, Mr. Cauchon and other founders of the movement should be present. He also paid tribute to the work of the president who, he said, had always shown himself willing to give the benefit of his experience to the problems of Ottawa.

The Mayor referred to the planning of Lindenlea which he believed would become one of the beauty spots of the city of Ottawa. He hoped that wider powers of town planning would sometime be given to the city. There was much to be done in the protection of residential districts, in better provision for industry and in the regulation of street crossings by railways. The town planning commission could rely upon him for any assistance within his power and he was sure that the city would benefit from the energy and enthusiasm of its chairman.

## TOWN AND REGIONAL PLANNING IN RELATION TO INDUSTRIAL GROWTH IN CANADA

Address by Mr. Thomas Adams, President of the  
Institute.

It is my purpose to give you what I may call an aeroplane view of the problems of town planning in relation to national development and industrial development of the country. We have heard to-night something of the activity of leadership in town planning which Mr. Cauchon has given to the city of Ottawa. Long before any commission was appointed Mr. Cauchon was giving to Ottawa the benefit of his ideas on the need of town planning. In other cities, others are engaged in extending the town planning movement for the purpose of developing more beautiful cities and organizing industrial activity. In my capacity of Dominion Adviser I have probably touched very slightly on the problems of individual cities like Ottawa. I have felt that that work was in good hands. My work has been spread over the whole country stimulating here and encouraging there and assisting local effort wherever possible. This necessarily meant a great deal of travel and limited service to particular cities.

**The Great Future of Canada.**

Canada has probably as great natural opportunities as any country in the world. Statistics

show that out of nine leading industrial countries Canada is first in area of land, second in potential water power, third in railway mileage, fifth in imports, sixth in exports and eighth in population. The order in which these resources are set forth is significant. There is pre-eminence in resources of land, and second position in water power accompanied by deficiency of population essential to develop these resources. The country is third in railways but only eighth in population that creates the revenues of the railways.

The proper development of the resources on the land, the establishment of industries to utilize the water power, and the conservation of the health of the population are thus shown to be her greatest needs. It is disappointing, therefore, to see a wasteful system of land development in operation in Canadian cities, and to note the deterioration that is going on in the man power of the country as a result of isolation in the rural districts and overcrowding and bad sanitary conditions in the cities and towns.

The Dominion of Canada has a debt of \$2,350,236,700, which it is estimated will be paid off in 1938. The ease with which that payment will be made will depend on the efficiency of both her agricultural and manufacturing industries. Agriculture and manufacture are not in competition but complementary to each other. The fear that the combined growth of cities and manufacturing industries is per se an evil is really unfounded; what is an evil is the bad and unhealthy growth whether in town or country. It is futile to fight against the tendency of men to locate in the cities; practical wisdom consists in directing and controlling the tendency in the interest of health and welfare and not in trying to avert it.

The statement that a great future must await Canada because she possesses the elements that make for greatness has the ring of a platitude because it has fallen so lightly from the pens and lips of cheap prophets—too often concerned with the success of their scheming rather than with the accuracy of the knowledge on which they base their predictions, and frequently, on the part of bigger men, the outcome of emotional impulse rather than conviction. The usual premise on which the prediction is put forward as a conclusion is the natural opportunities already referred to. It is expected that Canada will draw a large population from less favoured nations in the future to take advantage of these opportunities. But neither a plentitude of natural resources nor a large population, nor both together, have ever made or can ever make a really great commonwealth. Vast empires, where both have been present, have made no progress in civilization or wealth; and in striking cases have fallen into decay. These two things are essentials to progress but they do not make progress.

#### **Importance of Skill in Development of Resources.**

The destiny of a people is built up by the skill applied to the development of its resources and not

by their mere existence, by the character rather than the multitude of its citizens, and by the political wisdom which it applies to the government of both natural and human resources. Canada will grow but its strength and well-being cannot grow—they must be made. Future greatness—particularly in quality—will depend on the wisdom of its citizens, applied to the making of its social structure, supplemented by the skill of town planning.

The day is past when substantial national progress can be made by a people that functions in the imitative grooves of precedent, or follows the deadly doctrine of laissez faire. The modern problems and conditions of national and civic growth are new and need new measures—with precedent and history the servants and not the masters of those who control and direct the national policies.

On the balance civilization would not appear to have advanced since the beginnings of the industrial revolution that followed the introduction of machinery. As against increased production and alleged higher standards of comfort for the people, we have the crowded cities, the growing slums, the separation of home and place of employment, the depopulated country, the development of class segregation with extreme riches on the one hand and extreme poverty on the other, and the growth of unrest.

All these ills are artificial growths and need the art of man to find the remedy. We need town planning to develop that art. There is a lack of comprehension of what is artificial and what is natural growth. The worst failures in our social organizations are not due to our deficiencies in controlling nature and exploiting natural resources but to our inability to control what we have created ourselves.

#### **The Mischief of Precedent.**

When we realize that Canada's real opportunity lies not in imitating, but in avoiding, the false economic and social standards that have produced failure in other democratic countries we shall indeed enter upon an era of greatness. We must have courage to experiment. With due regard to the sanctity of contracts we must place life on a higher plane than property. But to escape from the thralldom with some assurance of success, we need to know the underlying causes of our bad social conditions and of precedent or to face the field of experimentation build up a science of social enquiry. The system of study and the methods of technique must be developed by the members of this Institute.

Looking at the nation as a whole we usually permit ourselves to divide it into two parts—rural and urban or from an industrial standpoint, agricultural and manufacturing. There can be no real distinction maintained between these two classes of area or industry. We have regions that need to be surveyed and planned as agricultural regions, or as mining regions or as manufacturing regions. But although needing separate investigation and treatment agriculture, mining and manufacture are not in conflict, but are related parts of the great whole.

comprised in what may be termed national industry.

#### **Distinction Between East and West.**

Another broad distinction may be drawn between the eastern and western sections of the Dominion. There is an eastern and a western environment and psychology and there are different degrees and different characters of opportunities in the east and the west. In the past the population has centred most in the east, but there has been an enormous increase of population in the western provinces in recent years. In spite of great developments in means of communication it is still true that some of the greatest natural resources of the Dominion are too far removed from the bulk of the population. The solution is to be found in the increase of the population of the west without diminishing the population in the east rather than in enlarged facilities of long haulage of freight and consequent maintenance of an uneconomic distribution of raw materials, industries and markets. Considering the need for population it is an unfortunate fact that no less than 1,117,136 Canadian born citizens are included in the United States Census for 1920. This is about a seventh of the population we have retained. We may have attracted as many Americans, but this seems hardly likely. Even Great Britain, with its overcrowded millions, has only contributed a few thousand more of its natives to the United States. Surely there is some defect in our national development which causes this emigration of the element most needed to build up the country — even if it is off-set by a considerable migration of Americans.

It is probable, and on the whole desirable, that the trend of manufacturing industry, as time goes on, will not only be from the large cities to the small towns and suburban districts but from the more crowded parts of the east to the rich prairie provinces of the west. The east needs resuscitation of its agriculture as a preliminary to further growth of its manufactures. As the agricultural population of the prairie provinces increases manufacturing industry and consequently city populations will increase in proportion. The call to industries to locate in the middle west will arise as new markets develop and with the advantage of nearness to raw materials and to the great undeveloped coal field of Alberta. We are bound to witness in the western agricultural provinces some sort of parallel to what has taken place in the middle western states of the Union, with its great cities following in the wake of agricultural and mining development. In 1850 the New England States had 27.8 per cent. and the middle states of New York, New Jersey and Pennsylvania 46.4 per cent. of the local manufacturing products of the States. In 1920 New England had only 14.4 per cent., the middle states 38.9 per cent., or little more than half. In the same period the middle western states grew from 14.3 to 30.7 per cent. The centre of population had shifted from Baltimore in 1790 to Indiana in 1900.

#### **Western Movement of Population Needed.**

The enormous fields of unexploited resources in the west can never be economically developed while the centres of population are so far away and involve such heavy charges for transportation. The sounder thing is to attract new population nearer to the raw materials. As cities grow in the west such lesser resources as the bituminous sands of Alberta and the valuable clays of Saskatchewan will become of high commercial value. The potentialities of the western provinces for producing the greater resources of food, coal and hydro-electric power can only be fully taken advantage of when the population drift to the west grows in sufficient volume to build up large markets near to these raw materials of industry.

The population of the three prairie provinces has more than quadrupled in twenty years. With a continuance of this growth in the next twenty years there should be a population in these provinces of about 8,000,000 or equal to the present population of all Canada. If, with that increase, the political policies are so designed as to maintain the rural growth in adequate proportion to the urban growth and so as to secure that the new industrial regions are planned for healthy and economical development the prairie commonwealth of Canada will become as superior in richness of life and well-being as it is assured to be in material wealth. But whether this is to be so will depend on whether courage will be shown now in facing the losses caused by past mistakes and in avoiding similar mistakes in future. There must be more vision infused into public policies and less temporizing with bad precedents. Facts must be gathered by scientific methods for regions having some unity of social purpose and related forms of industry, in the form of the regional survey.

#### **Surveys of Agricultural Regions.**

If agriculture is to be maintained on a sound economic basis in Canada more attention must be given to the organization of country life—not in small artificially organized communities but in comparatively large regions with natural boundaries and planned so as to obtain the highest production and give the best social opportunities to the producers.

The great problem to be solved in Canada by the better social organization of the rural districts is to keep the settlers and the natural increase of population on the land and in the rural villages. One teacher, writing from Sandy Lake, Manitoba, reflects the general condition of most rural districts when she says of a Galician and Ukrainian community that as soon as they make money they return to their native country or go to the city. The number of school children on the register at Sandy Lake in 1920 is one-half or what it was three years before and it is said that all villages register a similar decrease.

It is not the want of being able to make money

that, is driving these people from the country but the absence of the right kind of social environment. We have to make that environment by proper planning based on the survey of large rural areas.

The failure of the Kapuskasing Colony in Ontario was due to want of a general plan as much as any other factor. The provincial government now propose to make good that defect to the partial extent possible when building up a community on a foundation of a previous failure. The government are proposing to develop a model town at Kapuskasing on a basis of a plan prepared by a member of the Institute.

### **Creation of New Towns.**

The rural survey must have regard to the selection of the proper sites for new towns. The presence of such raw materials as coal and water power should be even more important factors in governing this selection than the presence of railways. One of the fallacies that has been dissipated in Canada has been that a city must grow up on the land adjacent to an important railway junction. When such a junction is established in a region where there are important raw materials, water power, or a rich agricultural district it is probable that the human organization necessary to establish a town will grow around the centre of transportation. This does not always follow even in such favorable localities. In those places where there is nothing but the railway junction the actual growth does not go beyond the housing and social needs of the railway workers. One of the saddest spectacles in parts of Canada consists of the cities that have been brought into a paper existence adjoining railway centres, elaborately subdivided and sold on a speculative basis and then withered away to the small proportions of a village community. Had some of these places been planned as small towns or villages with an appropriate street system and environment suitable for their actual needs they would have been prosperous community centres and agreeable to live in.

### **Atrophied Cities.**

These places are atrophied cities instead of healthy and normally developed villages or towns, and they suffer from all the weaknesses due to paralysis of the faculties of growth. In many cases they were brought into life in regions where the potentialities necessary to make a healthy growth of a good town existed, had surveys and plans been prepared and proper control been exercised over the speculative interests in the sites; but because of the ambitions of the self-interested promoters many towns that actually grew up are contracted and anaemic cities in which disappointed citizens are still trying to live up to the pretensions of their promoters and the illusions of their high land values.

A survey of the regions in which these towns are located is the first step to be taken to enable a proper diagnosis to be made of the disease that is

hampering healthy civic growth in many of these communities, in spite of active and aggressive citizenship. With such a survey and diagnosis as a basis the community must adjust its plans and its values to suit reasonable expectations of growth, and face whatever losses may accrue from past mistakes. To continue to blindly hope in the materialization of false pretensions is in the majority of cases to blindly follow the path that will lead to failure.

### **Water Powers and Coal Reserves.**

Special opportunities for the creation of new towns exist in connection with the development of irrigation projects in arid regions of the west and in fertile areas in the east where intensive agriculture would be profitable if proper drainage schemes were carried out. Although Canada has made greater progress than most countries in the intensive use of its water powers for manufacturing, it has still great scope for further utilization of this valuable resource. The estimated power still available and undeveloped is 19,354,000 h.p. which is stated to be nine and one-half times greater than that of any other part of the British Empire. What is perhaps more significant, however, is that she has already developed 2,305,000 h.p. or 400 per cent. greater than other Dominions.

The coal reserves of Canada are said to comprise 1,000,000,000 tons of semi-anthracite coal, 300,000,000 tons of bituminous coal and 1,000,000,000 tons of semi-bituminous coal and lignite. With the application of more enterprise and ingenuity in developing its coal supplies, similar to what has been shown in connection with hydro-electric development in Canada, new industrial opportunities will arise and new urban regions will be established. The survey and planning of the social growth in these regions will be as important a problem as the survey and planning of the industrial development.

### **Land Speculation and Railway Enterprise.**

It has been natural that land speculation has been combined with speculation in railway enterprises in Canada. Both arise from the same gambling spirit. The primary responsibility for bad speculative conditions rests with governments rather than with individuals. But the government only reflects the attitude of mind and the public spirit of the people who elect it to power. Where there is individual exploitation of other individuals there will be government exploitation of groups of individuals, and a host of parasites will thrive on the weaknesses of both the individual citizens and the corporate bodies that represent them. In the final analysis the gains of the parasite exploiter have to be paid out of the productive enterprise of the people as a whole.

The attitude of mind which has permitted individual citizens and political leaders to indulge in an orgy of land speculation has not only added enormously to the liabilities of the cities and therefore to the taxes on industry, as a consequence of a

wasteful system of constructing local improvements, but has been responsible for some of the heavy losses incurred by the provinces in connection with speculative schemes of railway development.

A people trained to understand the evil results of those kinds of speculation that can only thrive at the expense of productive industry would not tolerate the methods by which such enterprises as the Pacific Great Eastern Railway has built up. Public corporations and even governments at different periods have spent money in speculative schemes of land colonization and railway building which have enriched a few exploiters at the expense of the general body of the citizens whom it was their trust to represent and guard from exploitation. Such enterprises reveal the same spirit and methods as inspire the individual land speculator. The citizen who is seeking to exploit the homeseeker by taking advantage of the ignorance of the new settler is as culpable as the big corporations that thrive on political weaknesses. Few are in a position to throw a stone when the whole community becomes permeated with the fever of speculation; and until the individual citizen modifies his methods of dealing with small speculative enterprises we shall continue to witness the big spectacular schemes of land and railway exploitation. The latter are no more injurious to the public than the former; in the aggregate probably less, but their size gives them prominence.

#### Industrial Development in Canadian City Regions.

In Canada there are 35,745 industrial establishments with an invested capital approaching three billion dollars. In these establishments there are nearly 700,000 employees earning about \$600,000,000. Thus the annual amount paid to the workers and salaried officials is one-sixth of the capital invested. If we assume that each employee has two dependents we have a population of 2,100,000 supported directly by the factories of the country. These figures indicate the importance of promoting the facilities for carrying on industry and for protecting the health and improving the housing conditions of the workers in cities.

The uneven distribution of manufacturing as between east and west is seen in the fact that there are 25,861 establishments in Ontario and Quebec alone, as against 5,904 in the four western provinces.

#### Value of Manufacturing Products in Provinces.

In dividing the present total value of products of each province by the population of 1911 we have a per capita production of manufactures, approximately, as follows:—

Ontario—Value of Products per capita	\$650
British Columbia	do 529
Quebec	do 444
Manitoba	do 316
Alberta	do 219
New Brunswick	do 189
Nova Scotia	do 181

Saskatchewan	do	101
Prince Edward Island	do	60
Average	.....	\$298.7

The most noteworthy feature of these figures is the high level of British Columbia and the low level of the Eastern Maritime provinces. Manitoba approximates nearest to the average and this probably indicates the most balanced condition between manufacturing and agricultural production. It would be an interesting and useful field of study to ascertain the comparative values of manufacturing and agricultural products and their relation to railway mileage in each province.

In the western provinces manufacture does not appear to have grown commensurate with the development of agriculture. In the east there has, unfortunately, been a diminution of agricultural development along with an expansion of manufacturing with the consequent urban increase and rural decrease of population.

In the studies that have been made by the Commission of Conservation it has been established that there is a considerable amount of industrial decentralization in large cities. A considerable movement of industries from central to suburban and rural areas has taken place in Toronto and Montreal districts. Manufacturers are demonstrating that they need more room for expansion, better railway facilities, lower priced land and taxes and more wholesome living conditions for their employees, than are available in the crowded centres. All these matters are related to the one general problem of the system of land development and the extent to which it facilitates or hampers industry.

#### Needs of Manufacturers.

In undertaking the expense and trouble of movement to a new district to obtain the advantages they need manufacturers show in what respect improvement is needed in the undeveloped areas of the existing city. Therefore, in planning of existing cities we should aim in the first place in providing scope for manufacturers to expand their plants, including the obtaining of space for extension of railway facilities, secondly in lessening the evils of land speculation, high assessed values and burdensome taxes due to wasteful systems of development, and next in promoting better facilities for wholesome and convenient housing conditions.

The congestion caused by the haphazard system of growth prevalent in most cities creates serious expense to manufacturers in shipping and receiving freight. The need for adequate facilities in this respect can only be met if the city is planned and ample areas are reserved for industries in close proximity to railway facilities. The system of development and assessment of land should be designed more for the purpose of promoting the prosperity of industry and less for the purpose of protecting the profits of those engaged in land speculation.

Absence of opportunity for expansion also arises

from the absence of a system of street and land sub-division, of sufficient elasticity to permit comparatively easy conversion from residential to industrial use. In many of the business and industrial sections of cities the industrial plants and business premises have to conform to a street block and lot system designed originally for small dwellings and wholly inadapted for the more valuable purpose for which they are now used and assessed. The best industrial locations in some cities are subdivided into small lots and the ownership of these is vested in a number of people living in different parts of the world. This is a serious hindrance to manufacturers in selecting sites.

### Attracting Industries with Skilled Labour.

In most communities attention is directed to the question of securing new industries with the idea of increasing the size and the importance of the community. One matter which is too often overlooked in this connection is that the mere increase in population does not add to the welfare of a city unless it has the effect of raising the average level of prosperity of the citizens. In order to ascertain whether the coming of a factory will be beneficial or otherwise to a community the class of labour employed, the amount of wages paid and the demand which the industry and its employees will make upon the services of the city have to be estimated. In some communities there is a definite policy to prevent immigration of industries because it is recognized that the increase of the population, in the form of unskilled labour, means an added burden rather than otherwise, to the existing community. In other places it is the aim to encourage only those industries that employ high class labour. Both of the above policies are based on purely utilitarian grounds. The fact that some of the most important Chambers of Commerce on the American continent are devoting so much effort to the promotion of city planning and better housing is not due to any growth of altruism on their part but to their recognition of the business principle that manufacturers are attracted by conditions and not by words. The question, with an intelligent manufacturer, is what a city has to offer in the way of room for expansion, housing conditions, etc., and not what temporary advantages he can obtain from a bonus or exemption of taxes.

### Typical Areas and the Nature of their Problems.

There are probably from twenty to thirty regional areas in process of development in Canada of outstanding importance in connection with the industrial development of the country. There are numerous other areas—including fertile valleys—possessing the qualities that make them suitable for close settlement and potential town sites near to water power and raw materials. The areas in which the problems to be dealt with are most urgent are those comprising large metropolitan regions with large cities as their central feature.

In these areas all or most of the following problems need to be studied from a regional as well as from a civic standpoint.—(1) the general character of the urban growth in respect of area, topography and population; (2) the present and future expansion of industries, the location of manufacturing establishments in relation to means of transportation and residences; (3) the arrangement of railroads, freight terminals, stations and grade crossings; (4) in cases where there is water frontage the improvement of waterways and control of frontages on rivers and lakes; (5) the classification and arrangement of main arterial highways and the purposes, alignment, width, and treatment of major and minor streets; (6) the routing and future extensions of street and radial railroads; (7) the zoning of industrial, business and residential areas into separate districts and regulated as to height, use and density of lots or buildings; (8) the supply, character and sanitary conditions of dwellings; (9) the methods of assessment and taxation and other financial conditions; (10) provision for public recreation including parks, parkways, playgrounds and community centres; (11) the planning and grouping of public buildings, the planting of trees, design of street furnishings, control of billboards, street lighting, removal of poles and wires and other matters that may be grouped under civic decoration.

Sixteen typical industrial regions in Canada which have special problems requiring the preparation of regional surveys and plans are:

Greater Halifax	24,000 acres
St. John	20,000 "
Three Rivers and Shawinigan Falls district	120,000 "
Montreal Island and part of south shore opposite Montreal to a depth of 5 to 10 miles from River St. Lawrence	200,000 "
Ottawa and Hull and environs, comprising proposed Federal District	150,000 "
Toronto	120,000 "
Hamilton	80,000 "
Greater Niagara Region	751,000 "
Essex Border Cities Regional Area	10,000 "
Sudbury Mining Region	20,000 "
Cobalt Mining Region	40,000 "
Winnipeg River Regional area	130,000 "
Winnipeg	125,000 "
Calgary	26,000 "
Edmonton	27,000 "
Vancouver	125,000 "

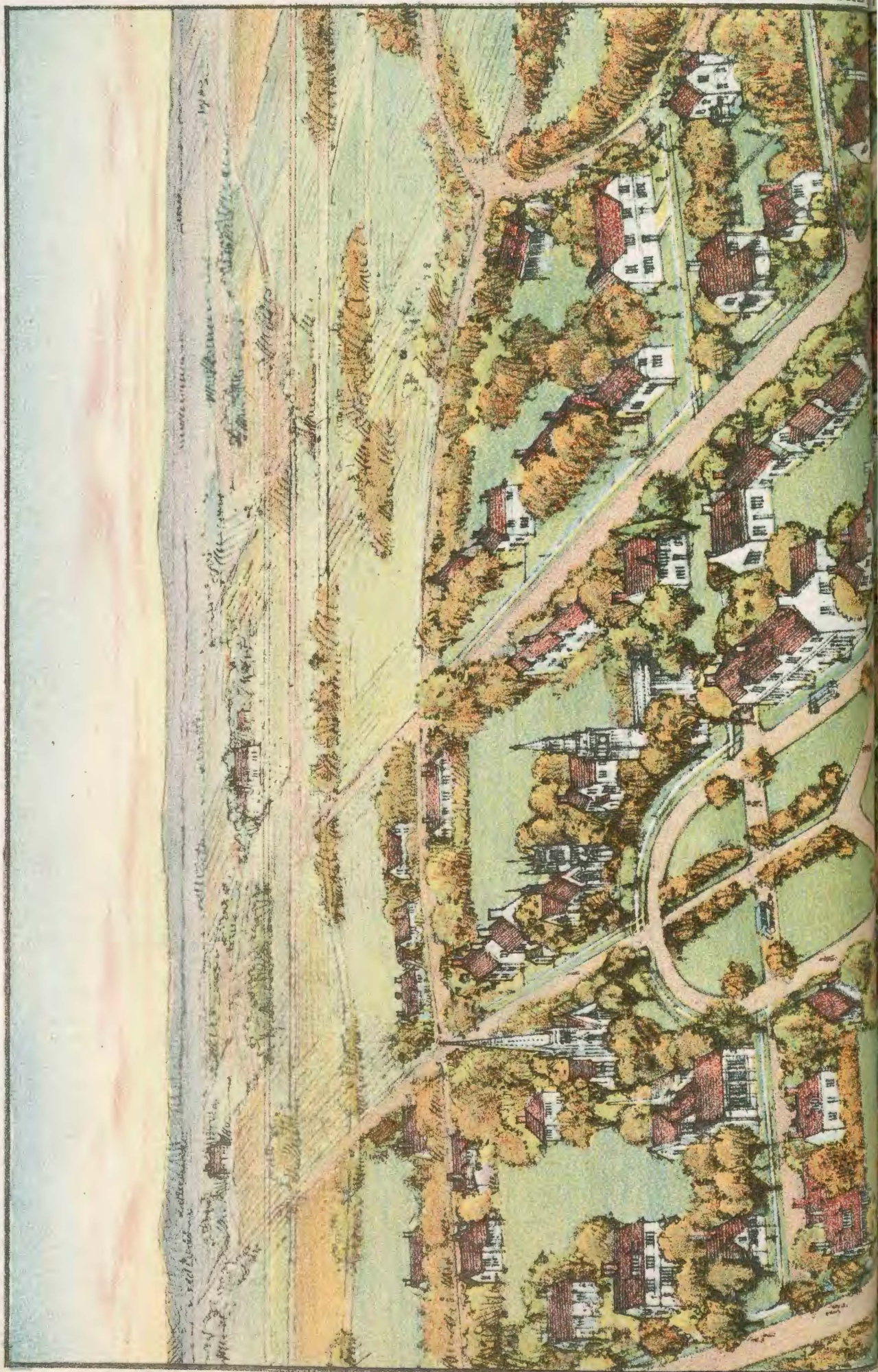
Other important regions include the Grand River Valley with its rich agricultural areas and its important manufacturing centres of Brantford, Paris, Kitchener, Waterloo, Galt, Preston, Hespeler and Elora. London is the centre of a rich region with the cities of St. Thomas, Woodstock and Chatham round the circumference. These regions appear to contain potentialities for manufacturing and agricultural development on healthy and well



NIAGARA FALLS.

#485









VILLAGE CENTRE NIAGARA GLEN HEIGHTS ONT

DRAWN BY W. D. GILCHRIST

OTTAWA

THOMAS HOWE TOWN PLANNING CONSULTANT



balanced lines equal to those possessed by any other region in the country.

There are problems of quite a different character in the regions comprising and surrounding the Saskatchewan cities and in the valleys of British Columbia, which are not so much influenced by the manufacturing industry as by forms of commerce that develop in connection with the agriculture.

### The Need of Surveys in Industrial Regions.

"The primary element in a consideration of the economic strength of a people is a complete exhaustive inventory of its natural resources." These are the words of a member of the Quebec Government speaking in the capital of Ontario of his own province. But in these days of highly organized social life, and growing tendencies to urbanism, it is necessary to make exhaustive surveys of the whole organization of production and living conditions of those who produce, in farm, mine and factory as well as of natural resources. The waste of our existing resources, particularly in respect of our fertile lands near our cities, needs investigation as well as the opportunities for opening up new resources. The human and manufacturing resources of our cities need to be conserved and developed as well as the mines and the forests. The artificial elements that enter into production and distribution need to be investigated for reasons already stated, even more than natural elements that provide us with new forms of raw materials. The transformation of the natural riches of Quebec or any other province into wealth has been going on rapidly but with too little regard to the development and maintenance of the efficiency of individual and social life. Side by side with the development of natural resources we should develop human life and increase the efficiency of the organization for converting and distributing these resources for human use. This means that we must investigate and plan our system of community life as well as the resources that minister to its needs. It means that the city, the town and the country need to be planned together after an exhaustive survey of existing methods and conditions. If all we do is to discover and exploit enough new forms of natural wealth to make good our human and material losses resulting from the haphazard growth of our cities and towns, we are making no progress and the time will come when we shall go backward like other nations that have followed the same course.

The exhaustive inventory must, therefore, be adequate for our task in Canada, which is to make our social and industrial conditions stable and wholesome in town and country, as well as to discover new sources of natural wealth. Then it will form the foundation of the economic strength of the people of Canada.

In the study of industrial areas in Canada we must neither be content with the social survey that neglects natural resources, or with the exhaustive inventory of these resources that overlooks social

conditions and means of distribution. We must also have regard to the fact that land is the greatest resource possessed by a people and that its development for purposes of industry and homes is of vital consequence in connection with our national prosperity.

Our worst defects in artificial development are in connection with the social organization of our industrial regions and these are most in need of investigation. The approach of the study of the industrial organization of the country must be made through the channels of federal, provincial and municipal governments. There is room and need for co-operation of all three classes of government in making the surveys and plans required to provide the foundations for future industrial development. The architect, the engineer and the surveyor must develop the science and the art needed to precede action; and it is the function of this Institute to bring the men of these three professions together ultimately to form a group of trained specialists capable of dealing adequately and effectively with these problems.

### HISTORICAL ASPECTS OF TOWN PLANNING

By Dr. Adam Shortt.

I appreciate the opportunity to say a few words on the historical aspect of this subject. It is a large subject and I can only deal with one or two central features. The movement for town planning seems to indicate the direction in which development must come to bring it into line of evolution.

We have two or three elementary facts. If we take the census returns we find that during the last 100 years the rural population has tended to diminish in comparison with the urban and this is regarded by many people as a sign of something disastrous. In the older parts of the country the increase of urban population has been very notable whereas in the newer parts the rural increase is more conspicuous. It is obvious, however, that even on the prairie the tendency is towards urban increase. This movement is already noteworthy in Southern Manitoba. The question whether this is good or bad may be solved to some extent by an historical retrospect. There was a time when Canada had little industry other than farming. The farmer not only produced practically all his food but he produced the greater part of his clothing. He did his own building and made 80 to 95% of his own furniture and agricultural implements. To-day the farmer starts under different conditions and his industry is the least self-contained of any. Instead of producing his own food the western farmer produces little or nothing that he himself consumes. He does not even eat his own wheat but grows it for sale and buys his flour or bread and groceries and he no longer fashions the material for his dwelling. How is it that in these years the farmer has

passed from one extreme to the other? The explanation is contained in one word—transportation. The self-contained life of the farmer in the older era was due to the impossibility of conveying his produce to any profitable market. Transportation has revolutionised rural life. Transportation created an industrial situation which transportation must cure. The “back to the land” proposition does not mean to me what it commonly means to the press.

The transition from rural to urban life does not mean that you are necessarily developing the natural resources of the country less than before; it means that instead of requiring the farmer to produce on the farm all the things he needs, many of these are now produced in the urban centres and many of the farmers’ sons are taking part in that production. The urban centres are providing the farmers with facilities for cultivating the land so that one man can produce much more than whole families in the earlier days.

The cities of Canada are cultivating four-fifths of the land.

The difficulty is in securing a social balance. Our towns and cities have grown from small villages where planning was never considered. In reading the newspapers of 100 years ago a curious situation is revealed in such cities as Hamilton and Kingston. In Kingston everybody fenced himself off from his neighbour. They put in their own square stone drains down to the water line, and when the land came to be divided up and such questions as right of way of drains and streets were considered everything was topsy-turvy. There was great difficulty in getting the centre of the town transformed for the general benefit and there was much work for the lawyers. It was the custom for every man to do as he liked with the pavement. Some put in flag stones, others tan bark or cinders, while others did nothing, and their sidewalks became quagmires. Some dumped their garbage or other refuse by the road side. The settler would have resented the idea of a general town plan; but at the same time they would submit to a form of autocracy in the running of the town that was the very antithesis of the individualism of the times.

In a Kingston newspaper before 1812 a gentleman, who had some conception of town planning wrote two articles suggesting that something should be done to improve the streets. He suggested a better treatment of the sewage problem and oil lamps at the corners of the central streets and that some tree-planting might be done. The result was three or four letters denouncing this man as something of a Bolshevik who was trying to upset the whole social structure. It was suggested that he was a man who was accustomed to stay out too late at nights and his ideas were described as absurd. The proposal to plant trees could only be that of a newcomer who knew nothing of the frightful time the settlers had had in getting rid of trees. These were quite good citizens but they did not like new ideas.

We have travelled some distance since then. Some people say you cannot change public sentiment but it is not so. Ideas do change. As time goes on you may convince a few people of the need of improvement. Perhaps a few important citizens and somehow or other there does develop a new atmosphere of toleration and sympathy. You will find people voting for what they have previously rejected and the process of conversion has been quite unconscious.

My conclusion is that we have a situation which has developed from natural conditions in this country up to the present and evidently town planning is receiving more consideration. “Back to the land” does not mean back to conditions of 100 years ago. Urban increase properly treated is not a disaster. “Back to the land” should mean that people should have a permanent interest in the land. The city, if properly planned, may be a natural centre for the industrial life of the country; but there is no reason why the greater number of the people should not live in the country in virtue of rapid transit and the reduction in the hours of labour.

All sensible people desire to get back to the land in the sense of living under rural conditions. One of the retrograde features of urban life has been divorcing the people from rural conditions and surroundings. Transportation, scientifically planned, may cure this mistake. But a man may be blinded by excess of light. We have had too much transportation because it has not been properly planned and not adjusted to the needs of the people and now our transportation is costing more than it should.

We can, therefore, get a line on the future by noticing how we have progressed in the past. We look to you, gentlemen, to solve this problem and give us efficient connection between the town and the country.

### OTTAWA TOWN PLANNING COMMISSION

By Noulan Cauchon, A.M.E.I.-C., Chairman of the Commission.

A town planning commission for Ottawa was recently instituted by the city council of Ottawa. It is composed of the mayor, two aldermen, Messrs. E. D. Lowe, L. P. Whyte and four other ratepayers. Mr. Chas. Hopewell, a former mayor, M. H. E. Lemieux, journalist, and myself. There is one vacancy to fill for which the commission has recommended Dr. C. A. Hodgetts, formerly M.H.O. for the Commission of Conservation and Red Cross commissioner for Canada overseas. My fellow commissioners have honoured me with the chairmanship.

The act under which we operate might be called a persuasive one—we have to persuade the city council to act upon our recommendations—that these are in the public interest. The act has one notable

quality—it is elastic. We have been moving quickly. The first thing done was a recommendation re-gradation of traffic on Connaught Square, assented to by the authorities and approved for trial by the Motor Board. It will shortly be operating. Also the one way routing of the station traffic on Little Sussex and out by Musgrove St. Safety islands will also be placed for tram passengers at wide street stops that motor traffic may not be held up by passing trams.

Another thing which the commission is after is rounding corners to 25 ft. radius which I consider should increase traffic delivery at crowded intersections more than a ten foot widening from block to block. It means getting relief at a cost of 100 to 150 sq. ft. for the four corners as against 2,000 sq. ft. of street frontage. We have not been favoured yet by the legislature with the advantage of the "homologated line," i.e. the future building line.

However, the commission is out to do what it can for the city with powers at its disposal. I do not feel that one has any moral right to impose even "improvements" upon the people who pay for them against their will. Safety lies in convincing them.

Fourteen organizations, headed by the city council, have petitioned the Dominion Government to remove the Grand Trunk railway cross-town tracks as soon as may be, to reduce the number of railway crossings.

The Dominion Government pays its taxes to the city by appropriations ear-marked for "improvements." The Ottawa Improvement Commission, which administers this fund, is forcing the construction of a driveway which will create fresh railway level crossings on main lines and we object to these crossings and are trying to get rid of them. The proposal is somewhat illogical, if one knows that there is another government fund known as the "railway grade crossing fund" at the disposal of the board of railway commissioners for the express purpose of aiding in the elimination of grade crossings.

I feel we shall have to guard provincial rights. The Ontario Planning and Development Act calls for public hearings in matters of town planning, where the public can be heard—a safe and sane provision. I might suggest, to start things, that as the city now has a duly elected plan commission that the expenditure of what are virtually city tax funds should be submitted to the control of Ontario authority when affecting Ontario lands. That is the significance of the British-North America act. It would be a wholesome check to superciliousness anyway and I think a logical trend from irresponsible methods. I am in favour of a Federal District and Commission, whose administration, limited to physical features and public services only, would preserve our franchise and guard against autocratic dominance, even from no matter how harmless a source.

The President: We have now come to the end of our programme, but before we separate I should like to pay a tribute to the Air Board and to Mr. J. A. Wilson, who is present with us, for the admirable aerial maps that have been produced by the board. I think it will be generally admitted that the work that has been done by the board is greatly in advance of that of other countries. The graphic presentation of the physical layout of the city by means of aerial maps is a most valuable aid to the work of town planning.

I should also like to thank Mr. R. C. Wright, chief architect of public works, for many courtesies.

My next duty is to introduce to you Dr. Deville as the chairman-elect of the Institute for the coming year, but before doing so I wish to express my thanks to the council of the Institute for the support given to me during my term of office. It has been a privilege to be associated with the Institute and whatever assistance I can give to Dr. Deville during his term of office will be very freely given. I wish Dr. Deville a very prosperous year. I also take the opportunity of suggesting to those of you who are not professional members but are interested in town planning that you should become associate members of the Institute.

I will now ask Dr. Deville to take the chair.

Dr. Deville: Ladies and Gentlemen:—I must thank you very cordially for the honour you have done me in electing me to be president of the Institute. It has been very fortunate for us to have Mr. Adams with his great experience in town planning as president of the Institute for two years. There is no doubt that the present status of the Institute is largely due to his valuable advice. I am not quite sure that you have made a good choice, as my experience is rather limited, but I recognize that it is probably necessary that the new president should be an Ottawa man for the reason that we are not sufficiently organized to do the work of the Institute without having the main executive in Ottawa. We hope, however, next year to have a president from Toronto or Montreal or some other city. It is rather late now and I do not think I will keep you longer.

## SECOND DAY

### SASKATCHEWAN TOWN PLANNING AND RURAL DEVELOPMENT ACT.

Mr. W. A. Begg, Director of Town Planning of the Province of Saskatchewan, presented an interesting paper on the operations and prospects of the act. He pointed out that the act came into force on July 1, 1918, but the first regulations made thereunder respecting new subdivisions did not begin to operate until the first day of June, 1919. He stated that much requires yet to be done to educate the local authorities concerning the advantages of town



planning but he was able to report considerable progress.

After giving an outline of the act, which was founded largely on the British Town Planning Act, Mr. Begg reported progress as follows:

#### Progress.

A few months ago a summary of the developments under the act up to January 1st, 1921, was prepared by the writer which appeared in *The Canadian Engineer* and elsewhere. Mention was made of action taken by the city of Swift Current which had appointed a commission under the act to prepare a scheme. This commission has been making progress but has been hampered for lack of funds owing to the state of the city's finance. F. C. Westlake is the enthusiastic secretary of the commission.

The council of the city of Saskatoon secured authority to prepare a scheme on March 8th last and Andrew Leslie, the new city commissioner, has the work in hand but favors the preparation of a development by-law instead of a scheme. The area for which authority was given to prepare a scheme included the city and nine and three-quarters sections of the adjoining rural municipality of Cory.

Two villages and one rural municipality have had regulations approved respecting new streets and subdivisions, and have appointed executive officials to carry out the provisions and examine plans. In a recent communication received from the local authority of one village namely, Rhein, it was stated:

Since passing our regulations under the town planning and rural development act, this council was called upon to render decisions on two proposed additions. The following items came under our observations: size of lots, width of streets, location and junction of streets, lanes, public reserves, natural level of the property, etc. Thanks to the authority conferred under our regulations the council was able to hold out successfully for certain advantageous changes which will make it possible in time to have the plan of our village appear one continuous whole.

#### Applications.

The number of applications for the approval of development plans under the regulations of the town planning branch prior to May 1st, 1921, is given in the classified list as follows:

Class of Development Plan.	No. of Plans.
New townsites .....	44
Additions to hamlets .....	27
Additions to villages .....	83
Additions to towns .....	13
Additions to cities .....	3
Summer resorts .....	2
Total .....	172

In explanation of this classification the term "new townsite" is applied to an entirely new place, until the plan of survey is registered, when it becomes a hamlet. It is then assessed for taxes and is controlled by the council of the rural municipality within which the hamlet is located. When a hamlet has a population of fifty it may apply for incorporation as a village. It is quite frequently the case that building commences as soon as the survey stakes are in the ground, if not before, and the residents are applying for incorporation before the plan of survey is registered. During this preliminary state the rural council is not inclined to assume expense in connection with any supervision or improvements within the townsite and such improvements as are immediately necessary are undertaken by voluntary subscriptions and probably by such an organization as a board of trade. There are some 332 hamlets, however—and this number is likely to remain constant—which are dependent upon rural councils for their administration.

Referring to the table the small numbers of new subdivisions within the seven cities of the province will be noticed. The three plans dealt with were in relation to re-arrangements of a few lots of previous subdivisions.

It must not be assumed that the plans listed above partake of the nature of schemes or even partial schemes. Only one plan of this nature has been offered and in this case the scheme is not yet complete. The proposed future streets in the area adjoining that which it is intended to register are shown and the parcels to be dedicated for public uses as sites for future schools, hospitals, municipal halls, parks or other public purpose are indicated. Such parcels are called public reserves and can be required on the basis of 5% of the area shown developed on the plan. The area set aside for the purpose of a townsite may be anywhere from 25 to 200 acres and in planning a layout for the whole area there are opportunities for effective design which I regret to state are not being made use of by the townsite departments of the railway companies. The tendency is to adhere to standard forms of lot and block sizes laid out in the rectangular manner unless the topography forces the planner to institute changes to make the plan more suitable to the future of the ground.

Some of the plans within the towns show building lines which had previously been established under the municipal act. In connection with one plan of a summer resort situated in a rural municipality the owners were permitted to lay out a number of minor streets down to 40 feet in width provided building lines were established on such streets in accordance with the minimum requirement in schedule (A) of the act. A certain amount of foreshore was also to be set apart as a recreation ground and kept free from buildings except those incidental to such use. In this case it was pointed out to the owner that it would be possible to prepare a scheme covering these particulars and sub-

mit it to the rural council for adoption. Rather than risk the delay which the owners considered such a procedure would involve an agreement was entered into with the minister in respect to the restrictions to be imposed.

In the case of a number of townsites building restrictions have been established by the owner with reference to the location of certain businesses and trades. It would undoubtedly be a great advance if each new townsite and subdivision were dealt with as a partial scheme but it has not as yet been considered advisable to require that this be done although every assistance will be offered to any owner who desires to undertake this method of developing his property.

### Planning Farm Settlements.

While discussing rural development I would like to mention that preliminary sketches have been received of the proposed subdivision of three Hudson's Bay reserves of approximately 3,000 acres each. These will be divided into farm settlement plots. The reserves adjoin the North Saskatchewan River and are located at Fort Pitt, North Battleford and Fort a la Corne. Some of the area of each reserve being located on the slope of the river valley will be quite uneven. The boundaries and existing highways will have a determining influence upon the layout but the new roads required will be located so that they can be economically improved with a gradient not in excess of the maximum of 7% set forth in the regulations. The preliminary surveys in connection with this work are now being undertaken. In the larger field of township settlement surveys the act cannot begin to operate until the province receives control of the public lands.

### Suggested Amendments.

As previously stated all local authorities have been placed on the same footing under the act. I am inclined to the view which is also held by my predecessor, Mr. Weekes, that rural councils should not be expected to adopt development bylaws or a scheme within any stated time limit. If a scheme relating to a new townsite or hamlet were adopted by a rural council it should be approved only on condition that a board be appointed to carry out the same with a majority of the members resident in the hamlet. Provision will have to be made in the act for the continuation of the scheme by the new local authority in case such a hamlet became organized as a village, and it should be made clear that the minister has the power to appoint a board to execute the provisions of a scheme respecting any area in an unorganized district. I am personally of the opinion that it would accelerate the adoption of bylaws if the detailed minimum requirements respecting building lines and the area of any lot which it shall be permissible to build upon were removed from schedule (A), and, without prejudice to those interested or affected by a proposed scheme, it should be possible to eliminate some of the procedure res-

pecting notices and advertisements as required by schedule (B).

### Future Prospects.

It would undoubtedly serve as a very great stimulation to the interest in town planning if one city, and particularly the capital city of the province, should undertake the preparation and adoption of a scheme. Certain preliminary work for the city has already been accomplished by Thomas Mawson and Sons, which firm also drew plans for the development of the government property in Regina. The city council has given some attention to this question but has deferred action until the pressing matter of this year's program of public improvements has been disposed of. The board of trade has made the proposal that a board be appointed under the act on which the government would have representation. In view of the large area of provincial property within the city, this suggestion is a good one but has not yet been dealt with by the council.

The large area of subdivided and unoccupied land within the limits of the seven cities will prove a great detriment to the proper treatment of those areas but the prospects are that many of these subdivisions not required for building purposes will in time be cancelled. The work will suffer for the lack of maps showing on a suitable scale the physical features as buildings, street improvements, etc. Such maps ought to be in the course of preparation by each city engineering department.

The town planning branch is assisting in this respect in that compiled plans are being prepared of the villages and towns which hitherto have not been prepared in a reliable manner. These plans are essential to the branch and are being found very useful for general departmental purposes and copies of such plans on white or blue paper are supplied to the municipal officials at cost.

### Need of Professional Support.

Town planning in Saskatchewan requires greater support on the part of those professions which by the nature of their work are in a position to recognize the advantages of promoting town planning in the public interest, and to advise local authorities. I refer to engineers, architects and the legal profession. The land surveyors are in most instances giving the work close study and, in so far as they are not hampered by established conditions and the owners' requirements, endeavouring to plan the new developments in accordance with the intentions of the act. Without the action and to some extent voluntary assistance of such professions, the work will not be done. It is of too great an extent for any government agency to undertake: nor is that desirable as the best of plans will fail unless there is back of them the understanding and support of the average citizen. There is evidence of a more popular demand for park improvements and the protection of the residence districts from disturbing and inappropriate uses. Through these channels there is

an opportunity to arouse the public interest to a consideration of the broader question of the town plan.

In time better facilities for education in town planning and landscape architecture, in which connection a beginning has been made in Canada, will become established. The influence of the Institute can be of great value and the publication of examples of good planning will assist very largely in moulding public opinion. The institute deserves every success and the support of all interested in the advancement of our community life and municipal institutions.

#### Discussion.

A. G. Dalzell: What we have heard is evidence of the importance of town planning and town planning ideals. The position of Saskatchewan is mainly due to the wise support of town planning by the Hon. Geo. Langley. I have a certain personal interest in this matter as it was my duty for some time to visit the officials of the different provinces across the continent as an assistant in the Town Planning Adviser's office. I do not propose to discuss the details of Mr. Begg's paper. That is not necessary. I think we should take the greatest interest in the problems of the west. In some of the municipalities out there the financial obligations are serious and the financiers of Montreal and Toronto are going west to see what can be done. We believe the solution of these financial difficulties will be found in some form of town planning and in the proper disposition of the holding of land.

In the province of Alberta the city areas are larger than in Saskatchewan. Calgary and Edmonton have areas larger than the city of Toronto with one-tenth of the population and Mr. Adams has suggested that they should divide their areas into urban and rural zones. The city of Edmonton has already reverted 907 acres to the agricultural zone. The original assessed value of this land in 1916 was \$513,600 which has now been reduced to \$72,120. The total arrears of taxes against this property amounted to \$105,614 and this has been reduced to \$34,514.

The Western Colonisation Association are endeavouring to get people on to the land and the prairies into cultivation and they are pointing out that land held for speculation close to the railways, with the farmers at long distances away from transportation, creates the chief difficulty in the settlement of new farmers. They propose to get a schedule of the owners of all this vacant land and the sale prices so that assessment can be regulated according to price and the association will know what lands are for sale. I think this is a good idea and might be applied to the sale of city lots. We should be able to find out some method by which these lots can be more readily placed on the market and made available.

The city of Vancouver is not large in area but it is surrounded with large municipalities and land

is subdivided that would accommodate one-half the population of the entire district. There are tremendous areas outside of Vancouver populated only to the extent of three persons to the acre and the expansion of public utilities is enormous. The nemesis of this wasteful system is now appearing: Sidewalks require to be renewed but there is no money to do it. The people are living in semi-urban conditions and are expecting and hoping to get the same conditions as those who live in the city and they are discontented because they are not able to get the amenities that belong more naturally to the central districts. On account of the increasing cost of these amenities and the difficulty of financing local improvements and borrowing money, their demands cannot be met. We have to learn the need of developing property closer in. The cities should have their vacant properties listed with their sale value plainly stated so that if anyone wants a homestead he would be able to get proper information and need not go three or four miles away and beg the municipality to give him local improvements or do without them.

We have a great deal to do in our educational work, and if we could get men in positions of authority such as Hon. Geo. Langley we might get something done. The public are beginning to realize the relation of town planning to the health of the people. Our work for a long time will necessarily be largely educational. It is of the utmost importance that we get the right men into public office.

Mr. Adams: I wish to move a vote of thanks to Mr. Begg, who has come all the way from Regina to give us this paper. He is the only real official director of town planning we have in Canada. While other provinces are doing town planning work the province of Saskatchewan is the first province to have a town planning director.

Mr. Cauchon: I have pleasure in seconding the motion.

The motion was put to the meeting and carried unanimously.

#### THE PARIS COMPETITION

By Professor Adrian Berrington

I have no paper to read and perhaps it is as well since I may not occupy so much of your time. From Saskatchewan to Paris is a long journey and it is farther in fact than miles. The problems of Paris are just the inverse of those of Saskatchewan. In Saskatchewan the problem is to take naked land and make it into streets and houses. In Paris it is often a case of taking land that is 20 feet higher than the original formation and that has been raised by the accretions of the rubbish of past cities. It is not a matter of building houses but of cutting houses down. Their way of building is to place a house so close to its neighbor that a dilapidation problem must involve adjoining houses. This is

equally true of adjoining districts. After the armistice there was a beautiful glow of optimism and France was to be made a land fit for heroes—like every other place—and a town planning act was passed in March 1919 which simply said that within three years every city, town and commune of over 10,000 inhabitants should have a plan for its future development; regardless of the fact that there were but few in France in any way qualified to make these plans and that several thousand villages would have to be replanned and rebuilt from dust heaps. So that, as with many French laws, the inhuman perfection of the decree is likely to be modified by undismayed failure in the observance.

However, Paris led off with a great competition. A French friend who wanted to get back to Paris and I, who was quite willing to abandon the poor outlook in London, decided to take up this work. The first indication of a problem we struck was the difficulty of finding a place to sleep in and the second was the same—or even an office to work in. Finally we came across a man who had an office and so he became a partner and there were three of us. We set about trying to find data for the work. The data given consisted of some excellent maps, some propagandist diagrams compiled by sundry “anti-” societies and others which naturally made out as bad a case as possible. But by comparison of these diagrams with such facts as we could get from taxation records, etc., we managed to secure some serviceable ideas with regard to land values and the like. But there were no relief maps nor population maps; no health statistics or zone, school, or playground maps and very little building data. One had to know the city to be able to make anything of it. The promoters of the competition knew perfectly well that we had no time to compile the requisite information for ourselves; they required the work to be done quickly and realizing that the data were insufficient they frankly asked for ideas rather than a scheme with any pretensions to finality for the betterment of the city of Paris.

Paris is the product of racial and political centralization dating from the 11th century and has gradually and not even yet completely gathered into its hands the control of the whole of France. The people of Paris are different from anything we know in Canada, unless it be in Montreal. They regard the country with a certain horror and their wish is to live in the city and the nearer the centre the better. A Parisian who has a family of children and a small income and has to live outside of Paris and travel daily is looked upon with commiseration, as one cut off from the only desirable life. Moving from the centre is like going out of business.

The industry of Paris is qualitative and frequently unique. Paris is a tremendous hive of little workshops making articles de Paris, articles de luxe, ladies' hats, works of art, fine machinery, books and other products of the mind; in fine every-

thing that requires individual management and a clientèle regaining quality as distinct from cheapness. To get this the client must be in direct contact with the artisan.

The industrial zone, plus labour reservoir idea, so much in favour on this continent, cannot be offered as a solution in Paris. Industry is not a matter of 10,000 workmen going in at one gate. The Parisian workman works with his brain, taste and tradition and goes quietly to his little shop, whether late or early is a personal matter between himself and his master. Indeed he very often is his own master as a man should be and his customer comes to him. Experiments have been made in establishing factories—milliners, for instance—outside the walls of Paris. But they fail. It is necessary for the workman to be in direct touch with his client; for it is the taste of the customer which maintains the quality of the product. So that there is no relief from the crowding of Paris in the idea of an industrial zone.

What then is to be done? The importance of Paris depends upon its being the meeting place of various types of Frenchmen. They have distinct patois clothing varied mentalities and these differences produce that liveliness of the city, the intellectual vigor, the variety of interest that give it a character of its own. Not only do the people of France meet in Paris but the people of the world. It is easier to pass an afternoon in Paris, with nothing to do, than in any other city I know. There is interest everywhere and vitality in the air.

[Professor Berrington passed in review the various plans that had been sent in for competition and then proceeded to explain the plan with which he himself had been associated. The main idea of this was the creation of a number of satellite towns that should have the same elements of attraction as Paris itself and should be connected with Paris by rapid transportation.]

The idea was that Parisians wanted to live in a town anyhow, and that it was possible to determine for a given human society the size of a town which would be not the biggest but the best. We decided that a town of 20,000 (Parisians, be it noted), could support such amenities as most men desired and could be built around a station not more than ten minutes walk from any part. Fundamental to the scheme was quick communication with Paris. We knew that everyone would rather live in Paris but if that became impossible, the next best thing was to produce the amenities of Paris outside its boundaries. We laid great stress on rapid transportation, without intermediate stops, so that a man might travel in comfort. We saw that everything had to be done to make more room in Paris itself and the best we could do was to make provision for the development of residential life in new, defined, little, jolly towns planted on the hill tops round about.

[Prof. Berrington supplied the audience with maps to illustrate his address together with some interesting drawings showing suggested employment of the site now available on the bastion of the fortifications of Paris.]

## NEW TOWN PLANNING POWERS IN ONTARIO

By H. L. Seymour, Toronto.

### Town Planning in Europe.

I have made the remark on more than one occasion—and therefore hope that it is true—that the real evidence of the transition from town planning as merely an art to town planning as both a science and an art was the enacting of town planning legislation. In the early '60's of the nineteenth century several countries, such as Sweden and Italy, passed certain town planning measures and now it is safe to state that the great majority of countries in this world have enacted or are considering town planning measures. To make town planning effective legislation is evidently necessary.

In Canada it may be fairly stated that we have not yet acquired a distinctive national note in town planning. We have been and probably shall be greatly influenced by the progress of town planning in both England and the United States.

In England town planning seems largely to have been the outgrowth of sentiment and legislation in regard to public health and sanitary matters, particularly in relation to housing. Primarily, town planning has been regarded as preventive rather than corrective. The legislation of 1909, now amended by the 1919 Act, dealt with partly developed and new areas but not with built-up areas.

### In the United States.

In the United States the modern urge for town or city planning probably had its root in the World's Fair at Chicago, of 1893. The wonders accomplished in the grouping of buildings drew attention to the possibilities of the civic centre. A really well-planned and executed civic centre means expensive corrective measures which generally must be carried out in the most highly developed part of the city or town. While opinions in regard to town planning have altered in both England and the United States we have been influenced by these two important, though different, aspects of town planning and, doubtless, these dual influences have some effect on our town planning legislation in Canada.

Here, as in the United States, town planning legislation comes within the provincial or state jurisdiction and is not a federal matter and, as you know, several provinces and states have comprehensive town planning legislation.

In the United States, recently, the state of Tennessee has passed city plan laws applicable to cities over 160,000, while the state of Minnesota has passed an act permitting the cities of Duluth, Min-

neapolis and St. Paul to plan.

The state of Indiana has passed city planning legislation and according to the National Municipal Review for May 1921.—

The city-planning and the zoning bills went sailing through the legislature with no opposition of any kind. They were introduced very late in the session, but had a lively public sentiment back of them from all of the cities in the state. Both bills are purely optional, leaving it to the councils of the various cities to create a city-planning commission or to pass a zoning ordinance. The commission will consist of nine members, serving without pay, made up of five citizens appointed by the mayor, and a member of the common council, a member of the park board, the president of the board of public works and the city engineer. In the smaller cities the commission may consist of seven. Its powers are purely recommendatory except in the case of the approval of plats of real estate. It is authorized to make surveys, studies and plans with reference to the layout of streets, alleys, parks, boulevard, bridges, public buildings, transit lines, etc., for the purpose of creating co-ordinate plans for the orderly development of the city. The law provides a tax levy of not less than three nor more than eight mills on each 100 dollars of taxable property for city-planning purposes.

### Ontario.

This year Ontario has been the scene of considerable activity as regards town planning legislation. But in contrast to the experience of the state of Indiana, the City of Ottawa bill and a general amendment to the planning and development act were both thrown out. These acts, in some respects, were similar to the Saskatchewan act. There were also several proposed amendments to the municipal act, or other acts, which were of a town-planning nature. Some of these amendments, more or less altered, have now become law and it is of these I particularly wish to speak.

### Legislation Prior to 1921.

In the past besides the Ontario planning and development act, we have had certain sections of the Ontario municipal and other acts that deal more or less directly with town planning matters. These were described by Mr. T. D. LeMay, city surveyor, of Toronto, in his excellent address, 'Town Planning Possibilities in Ontario under present Legislation', before the first Ontario Town Planning Conference, Toronto, February 17, 1921. For ready reference I have enumerated some of the various town planning sections:—

Ontario Municipal Act	Ontario Pub. Health Act.
250	Sections 8 (j)
322	" 84
398 (32)	" 89
399 (41) and (57)	" 94
400 (4) (16 etc.) & (47)	

406 (10)  
 409 (2-2a-2b-2d-2e-2f)  
 410 and 410a  
 472  
 479  
 480  
 481-1

### 1921 Legislation.

The local improvement amendment act of 1921 grants power to municipal councils in the following matters:—

1. More readily than heretofore to provide for some deviation in the establishing, extending, widening or diverting of a highway after the original by-law for that purpose has been passed.

2. In connection with the above to grant to an owner reduced assessment by way of compensation for gifts of land. At present, if an owner should deed to the municipality the land required for the widening of a street he still has to pay a proportion of the cost of other lands that have to be bought by the municipality for the purpose of widening. This apparent injustice is now removed.

The municipal amendment act of 1921 contains several matters of particular interest to town planners:—

1. Section 322 (which, I understand, already permits of "excess condemnation") is amended so that in case of opening, widening, extending or straightening of a highway, cheap land adjoining the rear of a property affected may be acquired by the municipality and deeded to the owner affected, thus frequently avoiding the buying of high-priced property on the highway. The owner directly affected receives no compensation as he receives a frontage and area of land equal in amount to that which he originally held.

2. Zoning powers. As originally provided, Section 399a was to be incorporated in the municipal act as follows:—

By-laws may be passed by the councils of cities, towns and villages, and of townships abutting on an urban municipality;

Establishing restricted districts or zones.

1. For prohibiting the use of land or the erection or use of buildings within any defined area or areas or abutting on any defined highway or part of a highway for any other purpose than that of a detached private residence for one family, (or such further or other purposes of a more general nature as the by-law may provide).

2. For regulating the height, bulk, location, spacing and character of buildings to be erected or altered within any defined area or areas or abutting on any defined highway or part of a highway, and the proportion of the area of the lot which such building may occupy.

It is further provided that no by-law is to be repealed without the approval of the municipal board,

except by a two-thirds vote of all members of council, after one month's public notice and acting upon the report of its proper officers.

As assented to on May 3rd, 1921 (to be chapter 63 of the 1921 Statutes of Ontario) sub-section 2, as given above, remains unaltered, but sub-section 1 now reads as follows:—

1. For prohibiting the use of land or the erection or use of buildings within any defined area or areas or abutting on any defined highway or part of a highway for any other purpose than that of a detached private residence.

It is further provided that no by-law shall come into force or be repealed without the approval of the municipal board. It is vital to understand exactly just what these changes (especially that in sub-section 1) mean for there may be left considerable zoning powers and this may depend largely on the interpretation given to sub-section 2.

Before doing that, I would like to mention the officers of the Toronto Civic Guild, in particular Mr. J. B. O'Brien, but also Mr. A. E. K. Bunnell and Mr. A. V. Hall, the latter now being chairman of the Toronto branch of the Town Planning Institute of Canada. It is these gentlemen, I understand, who have been instrumental in getting the various amendments I have mentioned through the legislature this season.

It might also be well to recall to mind what zoning powers we have enjoyed up to the present. Section 409 of the Ontario municipal act grants to cities only the power to zone in a restrictive, negative way. Certain trades, etc., are not allowed in particularly defined areas. In effect, there may be resident zones and non-resident zones. By-laws are passed by a two-thirds vote of council, but since there is nothing contrary in the act, can be repealed by a majority vote. In Toronto the by-law is generally the result of petitions of owners affected; in Ottawa, I understand, it is upon the verbal request of several owners.

What further powers will the new legislation grant us? It is evident, of course, that zoning by-law, under section 399a, once enforced, is assured a greater degree of permanency than under the old sections of the municipal act if necessary:—(1) single and non-resident zones? I have consulted with some of our members upon this matter and find that we can readily get from sub-sections 1 and 2 of 399a, by limiting the height, bulk, location and spacing of buildings and with the help of section 409 or other sections of the municipal act if necessary:—(1) single-family dwelling zones (with no bill-boards permitted); (2) general residence zones; (3) unrestricted zones.

Unless the term "character" is construed to mean "use", which it may be the context precludes, the town planner will probably be called on to exercise some thought and ingenuity in taking advantage of the powers now granted to, for example, exclude factories from business districts.



## TOPOGRAPHICAL SURVEY OF LONDON, ONT. AND THE USE OF AERIAL MAPS.

By Major Douglas H. Nelles.

As I have not seen Mr. Brazier's paper I am not able to read or discuss it, but will confine myself to a short description of the topographical survey of London, which the Geodetic Survey of Canada has undertaken, with the object of producing a large scale map of the city and district similar to those produced in England, Scotland and Ireland by the Ordnance Survey of Great Britain.

### Need of Permanent Land Marks.

In all surveys in this country in the past, there seems to have been a general tendency to leave very impermanent marks in the ground by which in the future the survey could be retraced, other surveys started from, or measurements made for engineering construction. In the Northwest the township and section corners have been more or less well marked, but the townsites all over Canada have been generally marked by wooden stakes which soon disappeared and have been and are now giving engineers all kinds of trouble. In the city of London we are trying to overcome this defect by marking all instrument stations where an angle has been measured in a permanent manner. The word permanent is here used in a relative sense, because the duration of any mark is in almost direct ratio to the cost, which has to be considered. Triangulation stations were generally marked by a copper bolt set in a concrete monument with its top about two feet below the surface of the ground. A reference monument was also placed at some distance away from the station monument in case it became disturbed. Traverse stations are marked by a brass bolt one half inch in diameter and one and one half inches long, cemented in the concrete sidewalks flush with the surface. An eighth inch hole in the centre of the bolt marks the point. Where there are no concrete sidewalks a capped three quarter inch iron pipe, three feet long, pointed at one end, is used, with the top driven flush with the surface of the ground. Four kinds of bench marks were used: a copper bolt in a concrete pier, a copper bolt in concrete and stone foundations, bridge abutments, etc., a two inch galvanized iron pipe six feet long with a heavy cast iron cap and the bottom split to a spread of eight inches, and set in four shovels full of concrete, five and a half feet below the surface. The fourth bench-mark consists of the shelf design used in a number of cities by the engineering departments, which is placed on the side of building foundations.

### System of Survey.

The system of survey consists of a triangulation scheme which is started from four triangulation stations of the primary net of Canada. The scheme was surveyed over the city leaving stations in the most suitable places for controlling a system of main traverse lines. The net was adjusted in the

Geodetic Survey office by the method of co-ordinates. In this adjustment it was necessary to calculate the latitude, longitudes and azimuths, but for the use of engineers all located points of the survey are being calculated upon a system of rectangular co-ordinates, namely, latitudes and departures from holeproof triangulation station, which has been chosen as zero of the system. All lengths of the primary triangulation net of Canada are as at mean-sea-level. If a mean-sea-level length of 5000 feet were to be produced to the mean-sea-level elevation of London, 820 feet, the length as measured at this elevation would be 5000.196 feet, or nearly two-tenths of a foot greater. For this reason all triangulation lengths have been reduced to the 820 foot datum, and all the lineal measurements in London will be adjusted to this datum.

A precise traverse system is being surveyed over the city, which leaves a brass bolt in the concrete sidewalk on one corner of every street intersection. These bolts are all rigidly adjusted to the triangulation stations. They form the base to which all topographic details are tied in to, such as sidewalks, manholes, hydrants, trees, buildings, railroads, etc.

A precise level net was surveyed over the city, which consisted of 41 miles of line. A circuit line was run around the outside boundaries of the city closing upon itself and connecting in three places with the precise level net of Canada hung by the Geodetic Survey. About every three-quarters of a mile apart cross lines were run from the circuit line and closing upon it. The London precise level net has been adjusted by least squares and the most probable value assigned to the 108 bench-marks of the net.

Secondary level lines are run over all traverse lines, taking elevations for chainage correction and establishing the elevation of all traverse stations and thus turning them into bench-marks. Bench-marks of the shelf design were put in wherever the city engineer desired and their elevations established. Secondary lines start from, end on, and are adjusted between adjusted bench-marks. Twenty-three shelf bench-marks and 169 traverse stations were put in last season.

The general custom, as mentioned before, of not leaving permanent marks of a survey on the ground has been brought about by letting the mathematical calculations of the survey get lost or filed away, so that they are just as good as lost to the public. I am speaking here of surveys in general, not of a regularly organized government survey. The mathematical results of the survey of London are being got out in a small loose leaf book four and a half inches by seven and a quarter, a size suitable for the coat pocket. It will contain a short description of the survey, drawings of the different kinds of permanent marks, a list of bench-marks, triangulation stations and traverse stations, giving their number and description of location, their latitude and departures, the length and bearing of lines and the elevations above mean-sea-level.

### Work of the Air Board.

The Air Board has taken a series of 550 photographs of the city of London and district for the Geodetic Survey of Canada from the air at an altitude of 5000 feet. These photographs are being used experimentally by the survey for three things; first, to make a mosaic of the whole city on a 1-10,000 scale; second to make one or two mosaics in sheets on the same scale as the map, finishing it up in the same style as a map sheet, putting on the latitude and departure lines, and detail that does not show up in the photograph such as manholes, hydrants, etc. Publishing this and then comparing it with the published sheet of the map an idea can be arrived at to the accuracy of a mosaic map; third, to find out if it is possible to transfer the detail given on a photograph to the map so that the accuracy of such detail will come within the scale of the map.

### Need of Topographical Maps.

I am firmly convinced that the policy of making large scale topographical maps of at least the more thickly settled portions of the Dominion is one that should be undertaken by the Dominion Government. The scales recommended are 1-10,000 for country districts and 1-1000 or one foot on the map equal to 1,000 feet on the ground for city and town maps. The Geodetic Survey of Canada has undertaken the survey of London for the purpose of gathering information regarding methods, accuracy, time and costs of making city maps. From this datum the future policy of the Government will be determined. The agreement with the city of London is that the Geodetic Survey of Canada supplies the engineers while the city supplies the recorders, chainmen, rodmen, laborers, material, etc., and pays for the publication of the maps.

## TOWN PLANNING AND THE PROPOSAL FOR A FEDERAL DISTRICT OF OTTAWA AND HULL.

Address to Special Committee of the Senate of  
Canada

BY NOULAN CAUCHON

Chairman of the Ottawa Town Planning Commission

### Definition of Town Planning.

Town planning is the philosophy of human reactivity in the maintenance of life; it is the personal equation to existence and survival, to subsistence and ascension. Town planning is to society as mind is to matter—the pathfinder of sociological aspirations.

As a science and an art, town planning is the technique of sociology. It has far exceeded the nominal restrictions of its original nomenclature.

The background of our story recedes through all the formative circumstances of human life and back to the evolutionary haze of nebulous matter—

the rifts in the veil of the future inspire a vision of cosmic consciousness. Our hopes stimulate the expectancy of passing from mere self-consciousness to higher communion with the living presence of the universe, to greater illumination.

Town planning is concerned with the phenomena which upon this earth, "itself a mere cinder from the sun", to quote Osborne, has brought about the high intellectual powers of man and their ethical evolution—we are solicitous for the conservation of that status and towards its expansion, as may be, in the enhancement and realization of life.

Regional planning—urban and rural—determines the constructive disposition of land in use and development—the genesis of production.

Planning quickens the cumulative permeation of efficiency in the community, in domestic shelter and economy, in health and amenity, in securing adequate sunlight and air, in obviating congestion, and so facilitating free circulation and intercourse.

Organic planning functions through ethics, economics, and art, as indivisible manifestations of natural law—of the first law of nature—the maintenance of life.

Town planners are post-graduates seeking to shed the glow of their professional research upon the problems of human betterment, as Milton says:

"Till old experience do attain

To something like prophetic strain."

### The Ethics of Town Planning.

The ethical *raison d'être*, the justification of town planning, lies in the injunction to society, collectively no less than individually, to fulfil the Golden Rule. The injunction to "Do unto others as you would that they should do to you" imposes the abolition of the slum, be it of overcrowding in the city, or of isolation in the country.

The crux of the problem in the complex of modern civilization is to determine the use and development of land and to obviate congestion, which is primarily a matter of so adjusting intercommunication, water ways, railways, highways, and social intercourse as to afford freedom in exchange of the products of the energy and mind of man.

Town planning in theory and in practice is the technique of sociology; it is the professional application of knowledge to the ends of social betterment; it seeks to free and to facilitate human intercourse towards the attainment of economic freedom and healthy sustenance, towards intellectual emancipation and social liberty, towards the pursuit of happiness that comes of that mastery of mind over matter which begets a realization of life.

A rational being demands a philosophy of life; a justification of its existence and of its abidance—which needs be at least consistent in means towards a goal and survival.

If ethics be those customs of righteousness that have become so, of necessity for survival, in the evolution of the race, then we must will their pro-

gressive continuity or be engulfed in social regression.

There may come, of quite natural sequence, a detrimental procession of events, unless circumstances be consciously disposed towards human enhancement through a spiritual and intellectual dominance ensuring mastery of mind over matter.

Spiritual and moral strength cannot thrive upon the physical degradation of the slum, nor can the health and efficiency of happiness flourish upon the malnutrition of poverty and disease actuated by deficient shelter.

The survival of the race, in terms of energy, "means choosing between national existence and national suicide". Biological antecedents and also history are insistent that the slum breeds degeneration.

The ethics of town planning enable a prophetic vision of the standards that must obtain for the race in ultimate resistance against the alien tide that may deny it supremacy — even existence. These standards must be sustained by work and play, by thought and the joy of living. — Further, these standards must be guarded by a scientific sifting at our gates of the eager inflow of indiscriminate immigration. Elemental to survival is the exclusion of those who would underlive us to extinction.

### **The Economics of Town Planning.**

Economics of town planning stipulate ultimate efficiency of the community through the disposal of its maximum energy in the maintenance of life.

Economics constricted to the "science of wealth", free from ethical restraint, merely tends to the relative efficiency of one to the deficiency of others; a working theory so arising from a predatory culture of industrialism has been found sadly wanting; the equation in human units, of "supply and demand" thus interpreted, yields the slum and begets degeneracy.

Ethics and economics are but different yet indivisible manifestations of the fundamentals of natural law, directed towards the enhancement of human life, to its conservation, and the continuity of the race.

There is no such phenomenon as the ultimate survival of purely self-sufficient materialism.

The roots of town planning are deep in the biological origin and the evolution of life. It deals with the properties of matter and the nature of things, and with the results that flow from "action, reaction, and inter-action" in the economy of human life.

Sociological research reveals that our waning man-power must be redeemed by physical regeneration as a matter of economic necessity, no less than of moral obligation.

It is nutrition which energizes the progression of life from simple cell to multiple in the complex of organisms; it implies sunshine and air as constituents of sustenance for man.

The circumstances of prehistoric extinctions

and survivals in which physical changes of environment, by forced suddenness, outran organic mutation, are paralleled by the rapid migration of over fifty per cent of our population from the nurturing soil to the congestion of cities where unattainable adaptation to baffling environment restrains organic nutrition and inhibits the absorption of energy.

Planning aims, through rapid communications, good roads, small holdings, coupled with the stimulating amenities of community life, to endow rural production with the power of attracting the tide of popular aspiration, of desire, from the city to the field, as the antithesis of hardship: isolation and the social disabilities of pioneering.

The rays of the sun being the ultimate source of all energy on this planet, our problem of planning is one of enabling the "capture, storage, and release of energy" to human purpose.

It is incidental with those who deal in expressions of energy to translate them into current terms, usually into dollars and cents, as a decimal scale which, notwithstanding the instability of its equivalents, remains the most convenient common denominator to which things different by nature can be brought to equation and solution—for the conservation of energy.

It follows that determining the occupancy of land and of buildings, the width of streets, and the height and bulk of structures in relation thereto, the access of light and of air, zoning, housing, the capacity of transportation, is elemental to healthy freedom of growth and of circulation; all, to the measure of their deficiency, shadow the birth-rate and the death-rate.

The economics of regional planning, urban and rural, is the science of energy, of the conversion and conservation of energy, in the maintenance of life.

### **The Art of Town Planning.**

Art is the truthful expression, the energizing revelation, of the abstract, of the organic and of the inorganic, of the virtue inherent in the properties of matter and in the nature of things. Tolstoi defined art as a means of communicating emotion.

Appreciation of the artistic registers through the nervous organism of the senses in their functional transmission of vibrations—energy—to the brain.

Externals of color and of form are generic elementals in awakening consciousness to the beauty of planning. The iridescent horizon, the waves of light reflected from falling waters and waving forests, from color schemes of masters, from the structural and surface relations of a Parthenon—harmonious—give, through the normal exercise of function, sight, that pleasure which we recognize as beauty. Beauty is a dazzling form of energy. Form—in the paths of travel and in the shrines of shelter—affords the deepest artistic revelation of man's ethical and economic standards. And in architecture we should find the glorified expression of our

faith in human values—in the temple and in the home.

In the words of Statham, architecture is "a great world-wide art in which the human race has endeavoured to realize in material form its aspiration after abstract sublimity."

### Realization—a Federal District.

It is advanced as axiomatic that the status of man is the product of heredity, environment, and education. Ottawa and Hull, as cities, hold the relationship of environment which may enhance or may warp the heredity and the education of their citizens. This district, as the capital of Canada, should reflect the full status of the heredity, environment, and education of the nation. The capital is yet deficient in organic expression of our national entity. Ottawa and Hull await the grace of transmutation into a federal district—a tempered dispensation that will smooth their practical disabilities and soothe their political incompatibilities. Ottawa seems to be the only federal capital that lingers under minor state control. The city also has an interprovincial river for a boundary, causing a fusion of hygienic difficulties rather than affording means of their control—mainly in the matter of water and sewage.

To bring both sides of the river into a single district entirely autonomous would involve the adjustment and harmonizing of the adverse aims and customs of two entirely different legal dispensations which are already by covenant secure against interference..

All former schemes for creating a federal district, on the assumed compromise of a legislative union, have failed to materialize. They also contained distasteful features of disfranchisement.

It is my privilege to submit for consideration an administrative adjustment which might prove acceptable in principle, and which, from initial limitations, could expand to the measure of mutual confidence and assent. The proposal consists in vesting control of the physical features and public services of Ottawa and Hull and the surroundings of both, in the hands of a federal district commission, whilst leaving undisturbed the present political status—dominion, provincial, and municipal—in all that otherwise pertains to autonomy in civil and in criminal law. Assessments, taxes and the distribution of these, might remain provincially divided as at present, but be supplemented proportionately by the Dominion Government in respect of those rates mutually ceded to the commission by the municipalities.

As an instance, this advisedly technical commission would do the planning and engineering work for both cities, spending their quota of taxes for such purposes in the respective provincial areas from which they were collected. Individuals would exercise their professional, commercial, or industrial vocations under the laws of whichever province in which they were practising.

We are on the threshold of opportunity for

Canada in its reconstruction, and to make its capital the beacon of modern scientific planning and development—and administration. I trust you will make this your cause, Mr. Chairman, and Honourable Gentlemen..

[This address was delivered to a special committee of the Senate, with Senator Fowler (honorary member of Institute) presiding, on May 25, with lantern illustrations, and was followed by an interesting discussion on the proposal for a Federal District.]

## NEWS AND NOTES

### Planning at Welland.

The city of Welland has appointed the Park Commission as Town Planning Commission. The first steps have been taken to prepare a plan for the city and the whole of the urban zone within an area of five miles. Those who pass through Welland by rail may be surprised to know that some of the most beautiful country in Ontario is situated within its urban zone, including some of the highest elevations in the Niagara Peninsula.

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### Nelson, B.C. and The Pas. Man.

Among the reports made by the Town Planning Branch of the Commission of Conservation before ceasing operations have been those for the cities of Nelson, B.C., and The Pas. Man. The reports on Nelson is particularly interesting because it shows what a large proportion of the work of preparing a plan can be accomplished by a local engineer with some expert aid. Complete maps of Nelson have been prepared showing existing conditions as follows:—

Map No. 1—	Showing	water supply and sewerage
" " 2	"	vacant lots and improved
" " 3	"	areas at present devoted to
" " 4	"	streets.
" " 5	"	industry, business and resi-
" " 6	"	dence.
" " 7	"	assessment values.

With the aid of these maps it has been possible to make a number of tentative suggestions to the city of Nelson with regard to the preparation of a plan for the city. Unfortunately, the cities in B.C. have not yet adequate legislation for this purpose.

\* \* \* \*

### Proposed Soldier Settlement at Kamloops.

Following a recommendation of Mr. Mowat in Parliament, the Parliament Committee on Pensions and Re-establishment recommended that the proposal of an industrial settlement of tuberculous soldiers on the Indian Reserve at Kamloops, B.C., should be investigated and the promoters of the scheme are now hoping that something will be done. Five medical experts have reported favourably on climatic conditions. The recommendation of the committee is as follows:

That the Department of the Interior be asked in collaboration with Mr. Adams to make a report on the physical characteristics of a tract of some 7,000 acres across the North Thompson River at Kamloops, B.C., and on the probable cost of planning and constructing a model town thereon.

The chief idea is to provide sufficient land for the soldiers that they will be tempted to spend the greater part of the year in the open air and to establish suitable industries for themselves and their families.

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#### Massachusetts Institute of Technology.

The Massachusetts Institute of Technology, Boston, have decided to have a course of lectures on town planning during the coming year. Special brochure on town planning is being prepared for the National Municipal League of America.

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#### Hamilton Mountain Plan.

The City Council of Hamilton has approved of Mr. Noulan Cauchon's plan for the Mountain road which will give a through route to the hill top and constitute one of those important civic improvements that give character to a city and release and guide other important developments. The project has been contested and defended with a considerable amount of local interest but finally the necessary majority for its execution according to Mr. Cauchon's plan has been obtained and when the necessary financial arrangements have been made there is every prospect that the scheme will be completed. The Hamilton Spectator says:

"Hamilton possesses in the mountain one of the most valuable assets of which any city could boast. At present it is an asset which is scarcely appreciated by the majority and most shamefully neglected. It stands as a barrier to what ought to be the choicest residential district of the city and what will probably become, with the completion of the road improvement undertakings now in process of execution, one of the most-sought-after localities of Hamilton. Citizens owe a debt of gratitude to those who have so persistently fought for the prosecution of this greatly needed undertaking and seen it through to its present stage of development. The name of Mr. Cauchon, who prepared the report on the mountain highways and whose plans are now being carried out, and that of Ex-Ald. McQuesten, who has been indefatigable in his active advocacy of the project, are especially worthy of mention. In time we shall have a system of beautiful highways, of a very comfortable grade—3 per cent. in almost all places—which will not only make the

mountain side a place of delight for all, but will also solve the problem of easy approach to the hill-top—so pressing for the welfare of the Mountain hospital and for the residents in general."

#### "Zoning"

The last number of *Garden Cities and Town Planning* calls attention to the misuse of the word "zoning" as a town-planning term intended to cover the delimitation of certain areas for special uses such as residence, commerce and industry. It points out that the word "zone" as a geographical term has a perfectly simple meaning and bears the sense of a belt or an encircling space. As used, however, by American city planners, it has no such meaning. For a time, the ugly word "districting" was used in America and possibly the unpleasantness of the word led to the adoption of the German term "zoning". The use of the word for an agricultural belt around the English garden city is clearly correct for there it has the sense of a belt or girdle. The English journal suggests that town planners who have respect for the scientific basis of their art should see that the term is replaced by a better word, but it does not suggest the better word. It seems to us that the word "delimiting" might satisfy the needs of the case.

### PARIS TOWN PLANNING SCHEME

#### University City.

The creation of a "University City" is being projected in Paris. The Municipal Council has adopted the scheme and recommends that for this purpose nine hectares (22¼ acres) of land, which will be set free by the demolition of fortifications near the Parc de Montsouris, be transferred to the University of Paris.

The price to be paid for the land is 13,500,000 francs (£270,000). It is proposed to construct, in the centre of tree-shaded playing fields, buildings in which students of the Quartier Latin can be comfortably housed at reasonable charges. The buildings will contain a restaurant, library, and recreation room, with a garden attached. It is expected that accommodation will be provided for more than 2,000 students of both sexes. The estimated total cost is about 80,000,000 francs (£1,600,000). For the first of these buildings M. Deutsch de la Meudette has given a donation of 10,000,000 francs (£200,000). It will form the beginning of a University City, in the realization of which Canada, Sweden, and Argentina have expressed a desire to participate. The projected city, which will be surrounded by a park, is intended as a definite solution of the difficulties which now beset students in finding lodgings in the Quartier Latin.—Times.